

DOCUMENT RESUME

ED 070 896

VT 018 473

TITLE Comprehensive Vocational Education Personnel Development and Utilization.

INSTITUTION Leslie (C.E.) and Associates, Glen Head, N.Y.

SPONS AGENCY Bureau of Adult, Vocational , and Technical Education (DHEW/OE), Washington, D.C.

REPORT NO DHEW-Pub-OE-72-141

PUB DATE 72

NOTE 301p.

AVAILABLE FROM Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (S/N 1780-1020; \$2.25)

EDRS PRICE MF-\$0.65 HC-\$13.16

DESCRIPTORS Change Agents; Educational Needs; *Manpower Development; Manpower Utilization; Models; *Professional Personnel; Program Effectiveness; School Industry Relationship; *State Action; *Systems Development; Vocational Development; *Vocational Education

ABSTRACT

In order to develop an understanding of vocational education personnel development and to explore the management of change as related to implementation and improvement of the system, 228 vocational educators and leaders in industry at a 2-day national summer workshop sponsored by the U.S. Office of Education agreed on the need for a comprehensive, multidimensional personnel development system for vocational education. Two presentations focused on specific identification of philosophical and organizational elements for this system. A prototype of a state model for vocational education personnel development, accepted by the Workshop, utilized the following principles: (1) Accountability should begin at the state level, (2) Planning should occur throughout the decision-making processes, (3) External inputs for the public and professionals should be allowed, (4) A research component should always be included, and (5) Review and evaluation procedures are necessary. Professional involvement, the role of industry, and the generation and transmission of knowledge were topics highlighted in numerous presentations. Especially emphasized were the special needs for developing policy, refining planning, implementing evaluation, and utilizing change agents which are both internal and external to the system. (AG)

**COMPREHENSIVE
VOCATIONAL EDUCATION
PERSONNEL DEVELOPMENT
AND UTILIZATION**

VTC18473

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U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education, Bureau of Adult, Vocational, and Technical Education

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DHEW Publication No. (OE) 72-141

COMPREHENSIVE VOCATIONAL EDUCATION PERSONNEL DEVELOPMENT AND UTILIZATION

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Elliott L. Richardson, Secretary

Office of Education

S. P. Marland, Jr., Commissioner of Education

Bureau of Adult, Vocational, and Technical Education

Robert M. Worthington, Associate Commissioner

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Superintendent of Documents Catalog No. HE 5.280:80078

U.S. Government Printing Office
Washington: 1972

For sale by the Superintendent of Documents, U.S. Government printing Office
Washington, D.C. 20402 - Price \$2.25
Stock Number 1780-1020

PREFACE

The First National Workshop on Comprehensive Vocational Education Personnel Development and Utilization, sponsored by the Division of Vocational and Technical Education of the U.S. Office of Education, was held in Washington, D.C. on June 15-17, 1971. The Workshop was organized and conducted by the staff of the Professional, Teacher and Institutional Standards Branch. The participants included 228 educators from 45 States, the District of Columbia and the Philippine Islands. Approximately one-third of the participants were teacher educators while the balance was largely comprised of State Directors, program planners and supervisors, local teachers, guidance, research and curriculum personnel and representatives of State Advisory councils, business, industry and associations. Representatives of major industrial councils and the seven AMIDS (Area Manpower Institute for the Development of Staff) staff also participated.

The intent of the Workshop's Ad Hoc Planning Group was that the Workshop would serve as a forum of debate and discussions to identify the nature and elements of a comprehensive vocational education personnel development system. Another Workshop purpose was to help in the development of understanding of the need for change to improve the climate for educating the nation's youth and adults.

The two and one-half day Workshop consisted of summary presentations of professional papers, prepared by outstanding leaders in the field of personnel development and utilization, followed by small group discussions. The presenters were from various levels of responsibilities in education and also represented some corporate and professional association views.

The Workshop proceedings, contained in this compendium, include each presentation and addenda. The addenda summarize results of the small

group discussions, on the appropriate paper's content, held during the Workshop. Special note should be taken of the paper concerned with recommendations for evaluating personnel development and utilization systems. This paper was prepared subsequent to the Workshop and includes a review and study of all papers presented and the conclusions of the discussion groups.

Recognition is given to the work of the co-chairmen of the Workshop, Miss Mary V. Marks, Program Officer, Teacher Education Program Development and Dr. Bruce I. Blackstone, Program Officer, Teacher Education Systems and Analysis and Design, and to the Ad Hoc Planning Group. The membership of the Ad Hoc Planning Group, convened to advise and recommend pertinent action, is shown elsewhere in this report.

LeRoy Cornelsen

Chief, Professional, Teacher and
Institutional Standards Branch

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INTRODUCTION

As a result of the passage of the Vocational Education Amendments of 1968, vocational education staff development and utilization have received greater emphasis than they had previously. This is due to the widespread recognition that the quality of the instructional staff, and the administrative climate in which it functions, profoundly affects the degree of effectiveness of vocational education programs. Despite several recent and concurrent efforts which contributed to a clarification of the need for development and improved utilization of vocational education personnel, there continues to be a serious lack of coordination and cohesiveness of these efforts. The Division of Vocational and Technical Education of the U.S. Office of Education, through its Professional, Teacher and Institutional Standards Branch, is attempting to focus national attention on the need to coordinate these efforts. The effective development and utilization of professional personnel in vocational education involves all appropriate administrative agencies, State agencies, local agencies, colleges, universities, businesses and industries working in systematic relationships.

For a considerable length of time, vocational education has had legislative authorization in support of teacher education. Legislation also gave special consideration to the development of administrators, supervisors, teacher educators and researchers. As a result of still more recent legislation, and to achieve combined optimal impact from all these legislated authorizations, planning is mandatory by responsible agencies. This planning will increase the effectiveness of personnel development and utilization without incurring appreciably increased costs, and will be essential to meet the real needs for vocational education program improvement.

The outcome of this First National Workshop on Comprehensive Vocational Education Personnel Development and Utilization has contributed to an identification of the elements and magnitude of the problem of developing and implementing effective developmental systems. For the first time, members of presently concerned groups in vocational education have convened to consider actions to be taken to fulfill the need for systematic study of comprehensive personnel development systems with a view to putting the results of the studies into effect.

The prime objectives of the Workshop were as follows:

- (a) to further understanding of the need for a comprehensive system of vocational education personnel development
- (b) to explore the management of change as related to implementation and improvement of the system, and
- (c) to provide a platform for representatives of key elements of the present vocational education personnel development system to examine the system as an interlinking, interdependent and organized whole requiring comprehensive planning, management and analysis to optimally meet the personnel needs of vocational and technical education programs.

Major consideration during the Workshop was given to devising steps of action for the improvement of the system and coordination of its elements.

Vocational education, currently, has the distinction as being the only major field of education in which a teacher shortage exists. Vacancies continue to be prevalent in most administrative and supervisory positions in vocational education. This has not only been due to increased concern for program improvement, but also has resulted from program expansion, and the current emphasis on career education which places vocational education at school levels not previously permissible.

VOCATIONAL EDUCATION

Robert M. Worthington

Associate Commissioner for Adult,
Vocational and Technical Education
U.S. Office of Education*

Having had the opportunity to testify before the Congress of the United States on Vocational Education in Manpower Legislation, and having studied the testimony leading to the passage of the Vocational Education Amendments of 1968, I believe that the American people, speaking through the Congress, have challenged all educators to improve Vocational Education. What follows are some of the actions that we must take in the immediate future:

1. Eliminate "separateness" of vocational education from academic education. Vocational education must be brought into the mainstream of education at all levels. It must be a part of every elementary and secondary school and of every junior college and post-high school center.

I must emphasize, however, that Congress has not excluded the idea of having separate vocational-technical schools for special purposes or specialized schools such as "area vocational-technical" schools where they can do a more effective job than the regular schools.

2. Place greater emphasis on vocational education for the disadvantaged. Up to 25 percent of authorized Federal vocational education program funds must be spent for this purpose.

* (At the time of presentation, Dr. Worthington was Assistant Commissioner for Education, State Department of Education, New Jersey).

Under the Vocational Education Act of 1963, despite provisions for vocational education for persons with special needs, less than 3 percent of the authorized Federal funds was spent nationally for this purpose.

3. Place greater emphasis on vocational education for the handicapped in our regular vocational education programs. Ten percent of all of our Federal vocational education program funds must be spent for this purpose.
4. Develop, demonstrate, and test the feasibility of the "residential vocational schools" concept as a possible solution to the problem of providing good vocational education for certain youth between 15 and 21 years of age.
5. Develop imaginative intercommunication among education, business, and industry. Congress is asking the question, "Just what is the role of public education in the nation's manpower delivery system?" They want to know whether or not the public schools can really educate everybody as they have claimed they can. A recent Elmo Roper public opinion poll revealed that 83 percent of the people think that the schools are doing a good job. Yet, last year we had nearly one million dropouts in this country!
6. Move vocational education into the elementary schools. In order to begin reaching young people who develop a negative attitude toward school and for whom most of education is not relevant, we will now be able, under Section 143

of the new law, to develop exemplary programs at the elementary school level. Under Section 122-A, programs for the disadvantaged and the handicapped may also be funded in the elementary school. Congress has now recognized what many of us have been saying, that if this nation is to develop a strong system of vocational education, a total program must be planned and coordinated from the early school years, through the graduate school, and through the entire working life of our citizens. Vocational education in some form must touch the kindergarten, the elementary school, the middle school, the junior high school, the senior high school, the post-secondary technical institute, the community colleges, the four year colleges, and the universities, and must be available in all communities to people of all ages, at all levels of society, throughout the nation.

7. Change all of education through new vocational education, Career Education. Congress, not having seen the change in education that was expected from the Elementary and Secondary Education Act, now views the Vocational Education Amendments of 1968 as the change agent.
8. Make job placement an integral part of public school education. The new definition of vocational education specifically includes job placement. In the past, in our strong vocational education programs, we have emphasized placement and follow-up of graduates, but we have not done this universally nor have we done it on a systematic basis. With this emphasis on placement, we will no longer be encouraged to offer vocational education programs that are not job oriented.

9. Make a new thrust through vocational education in the area of consumer education. This has been covered to some degree by good home economic and business education programs. Industrial Arts, for years has claimed "developing consumer knowledge" as an objective. Now we will be required to spend at least one-third of Federal vocational education program funds, available for home economics, to help improve home environments and the quality of family life through consumer education emphasis in economically deprived areas or areas with high rates of unemployment. We should use the Vocational Education Act consumer and homemaking funds as a lever to establish interdisciplinary consumer education programs that touch all curriculum areas of the public schools.

10. Improve and expand our efforts in vocational education personnel development and teacher education. Despite the fact that the national teacher shortage has eased somewhat, there is still a critical shortage of fully qualified vocational technical teachers. With the rapid expansion of vocational education, we are experiencing great difficulty in recruiting leadership personnel in the many new administrative and supervisory jobs.

One of the most exciting new approaches is the establishment under the Education Professions Development Act of 160 fellowships in 11 universities for advanced study in vocational technical education.

11. We must place more emphasis on long-range planning. We have been very weak in this area. There are several States

across the nation that are now developing master plans for total programs of vocational education. In New Jersey, we are developing a master plan for a total program of vocational education through 1980.

Master planning entails the selection and defining of objectives, determining the means of achievement, preparing a systematic approach over a given period of time, and continually evaluating progress. Master planning cannot be casual or informal. It must present, not only a definite pattern to serve as a guide, but also it must be flexible, and most of all, it must provide for effective action. Any master plan that is going to be of value to vocational education has to be action oriented. A master plan must be developed by a group of people who have the courage to depart from tradition and who are willing to stick their necks out.

DEVELOPING HUMAN POTENTIAL

Jack R. Frymier

Faculty of Curriculum and Foundations
The Ohio State University
Columbus, Ohio

Introduction

It is fashionable today for speakers to talk about change and for writers to write about change. Toffler's exciting book, Future Shock, begins this way:

In the three short decades between now and the twenty-first century, millions of ordinary, psychologically normal people will face an abrupt collision with the future. Citizens of the world's richest and most technologically advanced nations, many of them will find it increasingly painful to keep up with the incessant demand for change that characterizes our time. For them, the future will have arrived too soon.¹

Change has been a part of man's way since the beginning of time, but the pace of change is accelerating phenomenally. When Norman Cousins maintains "that 1940 was more than a hundred years ago,"² we understand the point. Being in Washington today, San Francisco tomorrow, and Columbus the next day is not unusual. That is typical today. Communication, transportation, social relations, conceptualizations -- these are the areas of fantastic change.

It has been suggested that man now has developed to the theoretical level the capacity to transmit people by means of electronic impulse. Before this century is out, the odds are very great that we will have developed

¹Alvin Toffler, Future Shock (New York: Random House, 1970), p. 11.

²Norman Cousins, "The Age of Acceleration," in William M. Boyer (ed.) Issues 1968, (Lawrence: The University Press of Kansas, 1968), p. 3.

the hardware to transmit boxes and objects and things by electronic means. Imagine the changes that will come about when man can transmit objects through space at the speed of light. Think of the changes that will have to occur when people are able to "send themselves from here to there", electronically. Perhaps things will develop to the point where we will be able to enter a booth, dial a certain set of numbers, and - zip - we would leave that spot and find ourselves in another booth thousands of miles away in less than a second. Sound fantastic? Of course! So did the idea of sending men to the moon at speeds of thousands of miles an hour sound fantastic just a hundred years ago, at the time of the Civil War. The Civil War and Man on the Moon are both history. They had come and gone and are part of our past.

To speculate that man can devise a means of sending himself at the speed of light along the waves of light is not an idle exercise. The odds are very great that such a speculation will be translated to a reality. What will the world be like when such technology is made operational? What will the world be like when transportation and communication are the very same thing? What will happen to our cities? What will become of the automobile industry and the aircraft industry and our highway system? What kinds of social problems and educational problems and employment problems will we face then?

Answers to these questions are, at present, almost unthinkable. Most of us can hardly comprehend the idea of transportation becoming synonymous with communication, let alone being able to sort out the implications of such a proposition. Yet we must! The people who will have to live in that kind of world and cope with these kinds of problems are, or will be, in our schools during the years that we will still be there. The obligation to help them equip themselves for that kind of age is ours. We may not live to see that development occur, but we have lived to see events

of comparable order take place. We know that the possibility that transportation will come to be communication is very real. When that day comes, will our responsibilities to the young have been fulfilled? Will we have provided them with the opportunities and the experiences to develop the attitudes, skills, and understanding which will serve them well when that day dawns? That is our charge, our professional responsibility! What can we do?

It may be that both the least and the most that we can do is to conceptualize and make operational a comprehensive system for developing human potential. We need the ideas and mechanisms for helping people develop their own potentialities for serving themselves and their fellow man in creative, positive, humane ways. This paper is an attempt to think through some of the problems and some of the possibilities inherent in such a proposition. Four main ideas are involved:

1. What is a system?
2. What does it mean to help people develop?
3. What aspects of human potential, if developed, are most likely to be important and useful?
4. What implications are inherent in the answers to these questions regarding the kinds of programs which we should provide, the research we should encourage, and the support concepts and systems we should develop?

THE CONCEPT OF SYSTEM

Man is a functioning complex of systems. The amoeba is a system. The earth and its people and all of the plants, water, rocks and air is also a series of systems. A system may be simple or complex, small or large, living or non-living, fully functioning or somehow impaired. The atmosphere and water pollution problems we are currently facing are illustrations of how our earth as an

ecological system is being impaired. The recession we are experiencing is an illustration of how our economic system is not fully functioning. This conference is an expression of concern to make education a more viable, effective social system. Everything is a part of many systems.

But "functioning systems" and "systems theory" are not the same. Understanding or building a system is not the same as using what is typically referred to as "systems theory", which is essentially a mechanism for control. The premise of this paper will rest upon the notion of a system as a dynamic, functioning entity which is self-controlling rather than as a linearization and looping mechanism by which one person or a group controls another.

The need for a comprehensive personnel development system is real. The question is, "What kind of system should it be?" Education is a social system.³ Government is a social system. Economics is a social system. Medicine, religion, postal service, garbage collection, and agriculture are all social systems. If we are concerned with creating a comprehensive personnel development system, then we probably ought to pattern our efforts after a human system or social system rather than some non-human system that we might try to comprehend and describe.

A social system is a human undertaking aimed at furthering or realizing some particular human cause. Conceptually, it embraces diverse groups bound

³The author's concept of education as a social system is expanded in:

Jack R. Frymier, Fostering Educational Change (Columbus: Charles E. Merrill Publishing Co., 1969).

Jack R. Frymier and H. C. Hawn, Curriculum Improvement for Better Schools (Worthington, Ohio: Charles A. Jones Publishing Co., 1970).

Jack R. Frymier, "Authoritarianism and the Phenomenon of Rebellion," Curriculum Decisions - Social Realities, (Washington, D.C.: Association for Supervision and Curriculum Development, 1968).

Jack R. Frymier, "Freedom and Order in the University," Theory Into Practice, (October, 1970).

together in working relationships to achieve particular human ends. Every social system, large or small, involves a number of people working together in unique but cooperative ways to realize the attainment of some social end.

Every fully functioning, effective social system reflects three phases of operation which accomplish separate functions that enable the system to maintain itself in a dynamic, creative, growing way. Phase One includes the intellectual activities: the planning, policy-making, and hypothesizing aspects of the system. Phase Two involves the doing, accomplishing, effecting aspects of the system. Phase Three involves the evaluating, reflecting, assessing, and judging aspects of the system. Taken together, they represent those fundamental operations of social undertakings which are designed to allow the system to accomplish the objectives toward which it is aimed, and at the same time to keep improving.

The three phases are most clearly illustrated in our concept of government. The planning phase is represented by the legislative branch. The doing phase by the executive branch. The evaluating or assessing phase by the judicial branch. But in economics and industrial production, the model still holds: somebody plans, somebody produces, and somebody judges the effectiveness of activities in a realistic way.

Lest we think that these are relatively recent notions, perhaps it would be useful to recall that the prophet Isaiah declared that "the Lord is our judge, the Lord is our lawgiver, the Lord is our king; he will save us."⁴

Any careful study of social systems, other than education, suggests that these three functions - planning, doing, evaluating - are relatively discrete and they are accomplished by different groups, each one of which has a realm

⁴The Book of Isaiah (33:22).

of power. That is, the Congress, the President, and the Supreme Court are different entities, but they are a part of the total functioning system. Each has its own sphere of authority, however, and the dynamic interaction of the three enables the system to reflect both continuity and change, and stability and modifiability.

Fully-functioning social systems in an open society depend upon the third phase of the operation to assure improvement and intelligent change. Systems which possess integrity - that is, systems which are complete and concerned with truth - function in such a way that they use the data created during the evaluative phase of the operation as a substantive basis for positive change. Education as it presently functions is lacking in that realm. The press for accountability, the concern for control, and the insistence upon careful evaluative components all reflect efforts to move education in the direction of a more fully-functioning social system -- one which is complete and concerned with truth.

If a system for developing human potential were to be conceptualized and realized, it would obviously be some kind of educational system. The one we presently have is inadequate and incomplete. It lacks an effective evaluative component. It does not reflect separation of authority according to function, as social systems with integrity do. There is, in fact, a consolidation of authority in hierarchial arrangements rather than distribution of authority according to function and role. The existing arrangements are predicated upon notions which served the ancient church and Caesar's legions well, but they are conceptually inadequate and theoretically wrong for a rapidly changing, complex, interdependent society such as we have today. A system for tomorrow must be built along different lines. It must relate the component functions of the system dynamically so that creative interplay rather than stagnation, harmonious utilization of talent rather than conflict of interest, and powerful releasing rather than coercive restraining ensues.

HELPING PEOPLE DEVELOP

"Developing people" and "helping people develop" are related but different approaches to the problem of fostering the growth of human potential. Developing people implies doing something to them which directs their growth along lines and in ways that somebody else wants to see achieved. Helping people develop implies helping them do something which directs their growth along lines and in ways that they hope to achieve. The difference is very great. In our society, (and I think in every human breast), man wants his hand on the tiller as well as on the oar. Men want to set their own directions as well as exert energy to achieve those goals. That seems to be a part of man's way of doing things. But even if it is a truism that men want to chart their own goals and objectives and to choose their own stars to steer by, it is also true that other men will want and try to do those things for them.

Helping people develop is intended to mean fostering, facilitating, encouraging, nourishing, expediting, cultivating, and assisting other people to move in directions which make sense to them and which are productive, positive, hopeful ways in which to go. Developing people is used in other ways. This paper argues for the "helping people develop" notion and against the "developing people" idea.

The problems arise, of course, not in the abstract, but in the concrete instances of everyday life. What if an individual wants to become a thief, desires to be dishonest and deceptive, or hopes to learn how to restrict and control others in order to satisfy his fancy or whims? Those directions or objectives are unacceptable, and nothing in this paper should be construed to mean that a man should be allowed to do whatever or however he pleases, irrespective of the health or welfare or interests of other persons.

On the other hand, neither is it appropriate to decide which jobs are fit for particular people, which sections of the community they ought to live

in, which books they ought to read, movies they ought to see, or foods they ought to eat. Nor that any master "planning group" ought to try to map out such decisions for a particular man.

The balance between choice and control - between freedom and restriction - is often a very delicately poised thing. My only point is to argue for the one and against the other, in the direction of choice and against control. A system for helping people develop should be characterized by operations and organizations which expand choice rather than restrict it, maximize the availability of information rather than diminish it, enhance the value of the individual rather than demean it, and which foster growth and life rather than decay or death. Intimidation, insinuation, demands, discouragement, and the like would not be found. Cooperation, facilitation, encouragement, discussion, exploration, and valuation would be everywhere.

Teachers would respond to students instead of expecting students to respond to them. Subject matter and experiences would be selected to fit the logic of a growing learner's mind rather than the structure of the discipline or society's needs or industry's demands.

Life is give and take, push and pull, speak and listen. But "helping people develop" means moving with the life force rather than against it and contriving educational experiences, subject matter, organizational arrangements, and methodological approaches which truly meet the needs of the individual rather than national or local or subject matter or professional concerns. Helping people develop means helping them "do their own thing" in their own way in a manner and by a means which is neither restrictive nor demeaning of other persons who may be involved. That is a big job, but it must be done.

The system, curriculum, methodologies, administrative arrangements, evaluative criteria and even the purposes themselves must all be changed. Drucker argues:

What we need are not "better teachers". Indeed, we cannot hope to get "better teachers" in quantity. In no area of the human endeavor have we ever been able to upgrade the human race. We get better results by giving the same people the right tools and by organizing their work properly. We need to "learn smarter."⁵

Drucker's propositions are that we need new tools - conceptual and artifactual - to extend and expand the impact of what we do and how we do it. That is probably our basic need in education right now. We need new theoretical conceptualizations related to helping people develop and we need new purposes, new subject matter, new organizational strategies, new interactive approaches, and new evaluative devices to make it work most effectively and most powerfully.⁶ Anything less may be too little.

A CONCEPT OF HUMAN POTENTIAL

Many facets of human existence affect what people do: age, sex, race, intelligence, religion, motivations, past experiences, family situation, culture, opportunity, and the like.

Historically, educators have considered as crucial and manipulated, in the educational situation, such factors as age, race, intelligence, and opportunity. That is, by grouping youngsters according to age, race, or intelligence quotient, for example, they have attempted to take into consideration those factors or variables which were felt to be important in childrens' learning.

⁵Peter F. Drucker, The Age of Discontinuity (New York: Harper and Row, 1969), p. 388.

⁶Jack R. Frymier, A School for Tomorrow (Columbus: The Ohio State University, 1971), p. 45. Mimeographed.

Some of these efforts were supposedly for the students' benefit (e.g., grouping according to age or IQ), while others were obviously designed to serve perverse needs of the adults in the community (e.g., grouping according to race).

In more recent time, proponents of the recognition of certain variables of the human condition have pressed hard for educational and social changes which would honor the uniqueness and importance of those factors. We have witnessed, in recent years, a particular emphasis of sex on the part of females, for example, in such a way that sexuality has been elevated to a position of prominence in the thoughts of all. In the very same way, blacks have pushed black concerns to the forefront of our thinking, and sometimes argued vehemently that "blackness" become an issue of central concern in school.

Blackness, sexuality, and age are more than potentialities of human existence. They are realities. Yet what has been pressed for is a further development, a further expression, and a further realization of those qualities or characteristics which already exist.

Those efforts are probably appropriate. What seems to be at issue is the question of balance or significance. I would guess that the fact that a man is black is important, but the fact that he is a man is even more important, and the fact that he is 17 or 45 or 82 years old may be even more important. Or the fact that a woman is intelligent may be important, but the fact that she is a woman may be still more important, and the fact that she is 17 or 45 or 82 may be even more important.

All aspects of human existence are important, but some are more important than others. Further, some aspects of human existence are modifiable while some are firmly fixed. Race, sex, and age, for instance, are relatively inflexible realities. Many other human attributes are amenable to influence in

that they can be affected either positively or negatively. For the purposes of this discussion, two factors have been singled out as particularly significant, both in terms of their potential for development and growth and in terms of their influence on learning in general. These two factors are intelligence and motivation.

Today we know that intelligence, like many other human attributes, is modifiable. Over time a child may grow to be more or less intelligent, depending upon the kind of diet or intellectual stimulation or social interaction patterns which he experiences. The studies synthesized by Bloom⁷ and Hunt⁸ demonstrate clearly and convincingly that what we generally refer to as "intelligence" is potential as well as reality, modifiable as well as given, subject to the exigencies of the environment as well as affected by what Ardrey⁹ calls "the accident of the night" - genetic patterns fixed at conception. When we add to these ideas of growth of intelligence Guilford's¹⁰ conceptions of kinds or types of intellectual processes, products, and uses, we can begin to grasp the enormous potential which exists within every human being. Wilhelms¹¹ has suggested that educators may be able to raise the average IQ level of all people in the United States by 30 points or more within a relatively short period of time. If we want to, we can. The potential

⁷Benjamin S. Bloom, Stability and Change in Human Characteristics (New York: John S. Wiley and Sons, 1964).

⁸J. McV Hunt, Intelligence and Experience (New York: Ronald Press, (1961).

⁹Robert Ardrey, The Social Contract (New York: Atheneum, 1970).

¹⁰Joy P. Guilford, "The Structure of Intellect," Psychological Bulletin LIII (1956), p. 267-293.

¹¹Fred T. Wilhelms, "The Influence of Environment and Education," The Bulletin of the National Association of Secondary School Principals LIII (April, 1969), p. 1-37.

is there. The techniques for cultivating that potential and fostering that growth are already known. We may choose not to, but if we want to, we can enrich young people's educational lives to the point that we will literally blow the IQ level right off the top of the chart. But only if we want to, and the "want to" question is a motivational concern.

Motivation gives direction and intensity to human behavior!¹² Motivation to learn gives direction and intensity to behavior in an educational context. Motives relate to the "why" of human behavior. What people do, how they do it, when or where it is done are all important, but why people do what they do is the motivational question.

The basic purpose of a system which is designed to help people develop their own potentialities must be to help them learn. But helping people learn includes helping people learn:

1. to value learning,
2. to want to learn,
3. how to learn,
4. to value knowledge,
5. to acquire knowledge,
6. to understand knowledge, and
7. to behave according to knowledge.

The ultimate objective of any system for helping people develop their own potential must be to help those people learn to behave according to the best knowledge that is available to them at any given point in time. And, motivation to learn ought to aim people in that direction.

¹²Jack R. Frymier, "Motivation: the Mainspring and Gyroscope of Learning," Theory Into Practice IX (February, 1970), p. 23-32.

Helping people to behave according to factual knowledge is not possible unless people understand that knowledge, unless they give meaning to that knowledge from their own past experience. Meaning always comes from the individual and what he has already learned, and not from the facts themselves. Understanding represents the union of past experience and new stimuli in the learner's mind.

Because acquisition of knowledge precedes understanding, educational systems must help students acquire knowledge. Helping people acquire information and knowledge is an educational objective that must be realized before those students can proceed to objectives such as understanding and behaving.

In the same way, helping learners acquire knowledge is hardly meaningful unless those persons value knowledge first. Unless they believe in the importance and value of information and facts, mere acquisition is pointless.

The logic goes even further. Valuing knowledge is not possible unless students have learned how to learn. That is, the skills of learning are not only means to more noble ends, but purposes in their own right.

Learning how to learn, however, is meaningless if students have not learned to want to learn. Learning to want to learn is an educational objective, too.

Helping people learn to want to learn presumes that those persons value learning, which is the most basic educational objective of all. Unless people have learned to believe in the value of learning as a human activity, nothing else will count much anyway.

To begin with, the idea that motivation is that which gives direction and intensity to behavior is not to suggest, therefore, that the direction is aimless or unknown. Quite the contrary. Motivation to learn means many things,

and the general direction in which such learning should lead, according to my values and understandings, has just been sketched.

Because these purposes are functionally related to one another, there is an inexorable logic to the direction which has been defined. This logic leads toward the idea of "rational man" (i.e., man who uses the power of intelligence in such a way that his actions and thought are consistent with factual knowledge), and then, presumably, to "the good life." Thus, it is consistent with the heritage of Western man struggling to realize that which is both "good" and "true."

Motivation presumes valuing, and values are learned behavior. Since, in part, motivation is learned, it can be taught. Any system designed to help people develop their own potentialities would foster the development of their motivations to learn.

The need to know is a pressing, relentless part of life itself. Unless we learn, we deteriorate and die. Like water, food, and air, knowledge and stimulation is the stuff of life itself. If man's need to know is so basic a human need, why do motivational problems about this need show up in school? Why do some young people despise learning, drop out of school, and turn away from that which is supposed to meet their basic human needs? Two things seem crucial: the positive and negative aspects of the unknown, and the confusion of wants and needs.

The unknown attracts and it repels. Confronted with the uncertain and the unclear, man hesitates, and then goes slow. Sometimes what we do not know can hurt us. It can maim. It can destroy. The unknown can be frightening. The unsuspected cancerous growth, a washed out bridge on a rainy night, new dress styles we do not understand, or the arrogant neighbor who just moved next door all arouse our anxieties to varying degrees. Until we find a way to anchor ourselves securely to the familiar, we are reluctant to consider, let alone embrace, the unknown and the novel.

We are fully aware that lack of knowledge is very important. That is why the unknown attracts us as well as repels. For example, few Americans are aware of the fact that increases in the amount of carbon dioxide in the air profoundly affect the temperature of the earth, which could result in the melting of the Antarctic ice caps, but they know about the dangers of pollution. "The melting of the Antarctic cap would raise sea level by 400 feet," Barry Commoner reports.¹³ Obviously what we do not know can hurt us or hurt our children, so we are drawn to new data and new knowledge in the same way that we are held back.

Whether we move toward or away from new experience and new information depends upon the kind of person that we have become and the way we see ourselves. If we are secure, adequate, unthreatened, then we are more able to reach out and seek out the unfamiliar. If we are insecure, afraid, uncomfortable, then we are more likely to expend our energies conserving and defending what we are rather than moving toward what we might become. Man cannot step forward unless he has one foot planted firmly on solid ground.

In psychological terms, man cannot seek out and search in a world of data that he does not know if he lacks the security and stability of a positive concept of self. He must believe in his importance, his worthiness, and in his capacity to cope with that which is not already precisely known to him. The unknown attracts and it repels, but attraction and repulsion are perceptual phenomena - they reside primarily within the learner rather than being inherent in the stimuli themselves.

Now to the problem of wants and needs. Confusion of wants and needs has continually plagued parents and teachers. Can we infer from what people say they want that it is what they actually need? Hardly. Wanting a

¹³Barry Commoner, Science and Survival (New York: Ballantine Books, 1966), p. 13.

new car and needing one are not the same. Wanting a stereorecorder and needing one are not the same. Wanting a steak dinner or a glass of bourbon or a trip to the coast are not the same as needing those things. Then, how do we deal with the concept of needs? How have educators traditionally approached the problem of students' needs? Are there limitations reflected in such approaches that cause students to rebel or drop out of school or learn not to want to learn?

In general terms, what students need to learn (i.e., the curriculum) has conventionally been determined by drawing upon three basic sources: what we know about the nature of knowledge; what we know about the nature of society; and what we know about the nature of the individual.

For example, the structure, domain, and methods which are unique and peculiar to each of the various areas of scholarly inquiry are all aspects of the nature of knowledge. The ways of the poet, for example, are different than the ways of the physicist. In like manner, the conceptual and working tools of the economist are different than the tools of the biologist. The aspect of reality to which they address their attention is different. The fundamental concepts and associated facts are different, too. Even the history of each discipline is unique and gives it an emphasis and flavor of its own. We can draw upon these kinds of information in our attempt to determine what students need to learn.

Another source from which we can draw is what we know about the nature of society: population patterns, demographic data, cultural values, institutional expectations, sentiments, and norms. Whether we use the traditional conceptualizations and data of sociological thought or the newer statements,¹⁴ what we know about the nature of social institutions, their

¹⁴Charles Reich, The Greening of America (New York: Random House, 1970), for example.

traditions, and their change represents another important source for us as we attempt to ascertain what students need to learn.

A third source which we can employ, as we work at the business of determining what students need, is what we know about the nature of the individual, his biological, physiological, and psychological structure and function: blood chemistry, perceptual defenses, cognitive style, neurological processes, achievement patterns, intellectual structure, and the like.

Realizing that wants are only clues regarding needs, educators have traditionally gone to these three sources - the disciplines, society, and the individual - for both information and inspiration about students' needs. Curriculum is regarded as something like the seat of a three-legged stool; a solid base with three even legs. The seat of the stool represents the program, with one leg rooted firmly in what we know about the nature of knowledge, another leg rooted firmly in what we know about the nature of society, and a third leg rooted firmly in what we know about the nature of the individual. Such an idea is neat and understandable, but it is as wrong as wrong can be.

Educational programs never reflect that kind of balance and equivalent use of sources. What seems to happen is that those who build programs and "operationalize" curriculum subconsciously order these sources in hierarchical terms in their own mind, according to their own values. Certain sources are held to be more important than others, in other words, and the hierarchical ordering reflects this fact.

For example, to presume that what we know about the nature of knowledge is of greatest worth and what we know about society and the individual are of lesser worth will reflect a particular kind of philosophical posture - a value position - about what students need to learn and need to know. Let's call this Assumption Number One. That assumption characterizes most of the secondary

schools, colleges, and universities in the United States today. These institutions are generally discipline oriented, and they are organized and operated on the basis of subject matter concerns.

If we shift our logic and assume that what we know about the nature of society is of greatest importance, and what we know about the disciplines and the individual are of lesser importance, then we are operating from a very different kind of philosophical stance. Let us call this Assumption Number Two. In my experience, this is the kind of assumption which characterizes most elementary schools in the United States, where the primary concern is for the group. Cooperation, politeness, taking turns, being quiet - all social expectations in the main - are stressed.

To presume that what we know about the nature of the individual is of most importance and the other factors are of secondary importance represents a very different kind of philosophical position about education. Let us call this Assumption Number Three. In my experience, there are very few classrooms or schools anywhere which reflect this ordering of curriculum sources as a basic way of meeting students' needs. Some "way out" schools are probably efforts in that direction, and individual teachers here and there implement such an assumption in their classroom every day. By and large, however, there are very few models to which we can turn if we want to see or understand this kind of assumption in actual practice.

Because the different assumptions described above give rise to different kinds of educational purposes and goals, the problem is even more acute, for assumptions influence educational practice. It is crucial for us to try to understand the way in which such assumptions are actually related to students' needs. And, students do have needs: academic needs, social needs, and individual needs. The question is "Which needs are most pressing and most important at any given point in time?"

The problem is, in part, a problem of ends and means. I propose that man is the end, subject matter is the means, and society is the result.

Assumption Number One is essentially a vocational assumption, in my opinion. If an individual wants to become a mathematician, then he needs to study mathematics. If he wants to be a farmer, then he needs to study farming. If he wants to be an airplane pilot or physicist or poet or plumber, then he has to satisfy his need to know by pursuing those areas of inquiry which are directly related to his particular vocational interest.

Assumption Number Two, on the other hand, is essentially a philosophical position that presumes that what the student needs to learn will enable him to become an effective, contributing member of society. At root, it presumes that the school should be an instrument of social purpose which should work to achieve social, as opposed to individual or subject matter, ends. There can be no doubt that schools have always assumed this responsibility, but the question is whether this should be the primary and overriding concern, or should it be of secondary importance. Schools should be established and maintained by society for the purpose of serving the needs of those inside the institution rather than those outside. To argue that the primary purpose of the school is to serve the needs of society is to adopt the basic logic of every totalitarian society which ever existed. While schools obviously must pay some attention to the problems of acculturation and socialization, that should not be their primary purpose.

Thus we come to Assumption Number Three. What does the individual really need? In physical terms, we know a lot about what people actually need, but when we shift to psychological or educational needs, there is a great void in what we know. All men need water and food and oxygen, for example. We know with considerable precision, in fact, which foods and

which ingredients are absolutely essential to the maintenance of life itself. Among other things, man has to have protein, iron, calcium, niacin, Vitamins A, B, C and E. However, who knows which facts, concepts, and generalizations are absolutely essential to the maintenance of an individual's intellectual and emotional life? Ardrey¹⁵ is probably right when he postulates that man needs stimulation - he needs to know - but can we conceptualize and accomplish research studies to tell us more specifically and more accurately than we presently know which ideas and stimuli are most essential to meet individual student's learning needs? Differentiating needs from wants is a tremendous task, but it must be done.

Times change, and change - in education, industry, government, anywhere - demands great storehouses of information and men who need to know. Information is the least expensive commodity in the world today. We can get more facts, more concepts, and more information of every kind for less money than anything else, including clean water and clear air.

Our problem and our task is to find a way to bring people and information together into a dynamic, evolving relationship which will honor the integrity of man, the concerns of society, and the nature of knowledge itself. The primary focus, though, must always be on man. Man is the end. Subject matter is the means. Society is the result. When Assumptions Number One, Two and Three intersect - when what the individual needs, what the disciplines offer, and what society expects all coincide - then we have a "teachable moment," in Havighurst's terms.¹⁶

¹⁵Ardrey. loc. cit.

¹⁶Robert J. Havighurst, Developmental Tasks in Education (New York: Longmanns, Green and Co., 1952).

QUESTIONS AND IMPLICATIONS

We have explored the imperative of change, the concept of system, and the importance of helping. We have set forth two aspects of human potential - intelligence and motivation - which seem pregnant with possibilities as qualities which can be developed and improved. Translating these propositions directly into teacher training programs, curriculum reform, or supervisory procedures, however, would be very difficult at this point in time. The problems are too complex and we know so little. For example, take the interaction of motivation, job opportunity, and race. These are only three factors out of hundreds which could be considered and combined. Ghiselli¹⁷ reports that job security was the motivational factor most often producing interaction between traits and success. Meltzer and Ludwig,¹⁸ however, reported that work motivation was more related to intrinsic than extrinsic factors. When one adds to that Friedlander's¹⁹ findings that task involvement related to the need for achievement and high performance of white collar but not blue collar workers, or Brown's²⁰ report that the vocational aspirations of Negro children were 54 percent higher than their parents while the aspirations of white children were 20 percent higher than their parents, then the complexities become more evident. These

¹⁷Edwin E. Ghiselli, "Interaction of Traits and Motivational Factors in the Determination of the Success of Managers," Journal of Applied Psychology LII (December, 1968), p. 48-483.

¹⁸H. Meltzer and D. Ludwig, "Memory Dynamics and Work Motivation," Journal of Applied Psychology LII (June, 1968), p. 184-187.

¹⁹Frank Friedlander, "Motivations to Work and Organizational Performance," Journal of Applied Psychology L (April, 1966), p. 143-152.

²⁰Robert G. Brown, "A Comparison of the Vocational Aspirations of Paired Sixth-Grade White and Negro Children Who Attend Segregated Schools," Journal of Educational Research (May-June, 1965), p. 402-404.

are simply illustrative studies, of course, but they indicate the range of factors which must be considered if we are to build a system which will facilitate and foster the development of human potential.

It may be that we ought to attempt a great intuitive leap which would enable us to transcend some of the mundane problems which have bogged us down. I am very conscious of the fact that most creative efforts involve recasting fundamental elements of a problem situation into new and different relationships than had been seen before. As applied to the total number of problems confronting us, however, this still remains difficult to do.

For example, if we took Fine's²¹ ideas about worker functions as dealing with things, data, and people, added to it what little bit is known about how the human brain gives off different kinds of brain waves,²² and also take what we know about communication skills required for particular kinds of work, perhaps we could then generate an entirely new theory of vocational decision-making which could match genetic predispositions as reflected in brain wave patterns with job types and communication skills. Using this kind of logic we might construct a two-dimensional matrix which categorized vocational possibilities according to brain wave patterns and communication facility, and then predict (very crudely at the present time) which cells of the matrix would be most apt to be harmonious and satisfying to the individual. If we made our matrix three-dimensional and allowed opportunity and aspiration to be reflected along that third dimension, then we could assure the person considering vocational choice of a theoretical "fit" between brain wave functioning, communication facility, and aspiration level.

²¹Sidney A. Fine, "A Structure of Worker Functions," Personnel and Guidance Journal XXXIV (October, 1955), p. 66-73.

²²W. Grey Walter, The Living Brain (New York: W.W. Norton Co., 1953).

For example, truck drivers, plumbers, typists, electricians, mechanics, draftsman, dentists, and surgeons all have to be skilled at communicating kinesthetically. They have to understand and manipulate physical objects, relationships, and things. But filing clerks, accountants, journalists, actuaries, corporation lawyers, radiologists, and engineers manipulate data and symbols, not things. On the other hand, salesmen, general practitioners, courtroom lawyers, teachers, social workers, and actors work primarily at the level of spoken communication most of the time.

Since we already know that there is some correspondence between brain wave functioning and communication style,²³ and because we might conceptualize vocational possibilities along those lines, maybe we could envision a theory of vocational decision-making which would be tied directly to the needs of the individual but still relate directly to aspirational level, cognitive style, and the like. This is a "way out" idea. We need to "think big" and "think bold" as we approach the possibility of building newer and better systems for helping people develop their own potential.

SUMMARY

These are fascinating but frustrating times. Problems are everywhere. Unemployment, reaction against higher education, conflict between the white and black communities and between the young and old. But these times shall pass. Time marches at a fantastic pace today. Somehow, someday, we need to rethink completely our concepts and our procedures for helping people develop, learn, and grow. To do that we must understand the tenor of the times. We have to understand what systems are, how they function, and what makes them go. We have to comprehend the difference between "doing" and "being

²³ibid.

done to," and we have to identify those aspects of human potential which are subject to modification and which are important in the learner's scheme of things. Our task is unbelievably large. We need to think bigger, harder, and better than we have ever thought before. The time to start is now.

ADDENDUM

This addendum was prepared following the Workshop. It is based in part upon specific reactions of participants, and in part upon further reflection by the author.

During the discussion which followed presentation of "Developing Human Potential," several areas worthy of further consideration emerged. Some of these were explicitly raised by participants at the Workshop while others were implicit in the questions asked and reactions generated. Because the original paper related directly to students as learners and only indirectly to professionals as learners, that latter point is emphasized.

In the sections which follow, each of these areas of concern are explored in a limited way. Because the reactions were not "of a piece," no effort was made to integrate them into a conceptual whole. Rather, each topic is examined with the intention of trying to describe it in a holistic way. The sequential ordering of topics is not significant in terms of their importance. Numbering is only for ease of reference.

1. Cost Effectiveness vs. Educational Effectiveness: Because the concept of "accountability" has "caught on," there is a tendency to look at every problem and every proposal in the field of education in this light. Accountability is a very important concept, but assessing education in "cost effectiveness" rather than "educational effectiveness" terms is to pose an inappropriate problem. "Are we getting a bang for our educational buck?" is an interesting question, but it is not the crucial one.

The fallacy of what might be labeled "McNamara's Logic" is that it asks economic questions about non-economic operations. At the height of his responsibilities as Secretary of Defense, Mr. McNamara

kept finding out how many thousands of dollars it cost to kill each Viet Cong. In this author's view that was the wrong question. The problems of war are economic at a secondary or tertiary level. The basic questions are those of a political or human survival nature. Max Franckel describes the famous Pentagon Study exposed by The New York Times this way:

And though many of the authors appear to have become disillusioned doves about the war, their study could stand almost as well as a brief for frustrated hawks; its central conclusion, that the nation simply pursued excessive aims with insufficient means, leaves entirely unresolved the central question of whether it would have been better to do more or seek less.²⁴

(Underscoring was made by this paper's author.)

The point is, education is not primarily an economic operation. Obviously, it takes money to make it go, but it is not intended to be a "money making" or a "money saving" enterprise. It is an educational enterprise. The basic purpose of schools is to help students learn, not save taxpayer's money. If school people want to save money, then they should shut the schools completely down, go on double sessions, reduce teachers' salaries, or eliminate expenditures for instructional materials. To ask "Are we getting our money's worth in education?" is to ask the wrong question.

It is reasonable, of course, to be concerned about educational costs, but that is not the basic issue. The crucial question is: "Do students learn?" Whether it costs more money or less, whether it

²⁴Max Franckel, "The Lessons of Vietnam," The New York Times (July 6, 1971), p. 14.

makes people happy or sad, whether every other district does it or no one else employs the practice at all is beside the point. Schools exist to help students learn. Focusing on the accountability question in economic rather than educational terms is a philosophical error of the most severe order.

2. Can Educators Change?: Developing human potential presumes that those persons involved are capable of development i.e., they can learn from their experiences. There is little question that some people are more capable of change than others. Rogers'²⁵ stasis-process continuum represents one portrayal of this notion. Rogers postulates seven stages on the continuum, ranging from stage one (stasis) in which the individual is unwilling to communicate self, is rigid, does not perceive problems, and has much blockage of internal communications, to the other end of the continuum, (process) in which the individual experiences feelings, internal communications are clear, and he is open to experience. Another example would be the belief-disbelief system outlined by Rokeach.²⁶

The point is, even though many changes in education are legally possible, economically practical, administratively feasible, publicly acceptable, and experimentally defensible, they are not admissible, psychologically, into certain teachers' minds. And no matter what the weight of evidence or argument along other lines, unless teachers both can and do receive new ideas into their own

²⁵Carl R. Rogers, On Becoming A Person (Boston: Houghton Mifflin Co., 1961), Chapter 7.

²⁶Milton Rokeach, The Open and Closed Mind (New York: Basic Books, Inc., 1960).

experiential field and give them meaning in terms of their own knowledge and feelings and skills, they cannot implement innovations thoughtfully or effectively or behave in different, better ways.

Theoretically, we can attract in, improve, or eliminate people from the profession according to their individual personality structure and perceptual style. That is, if we can draw into the profession those persons who are psychologically open, help those in the profession become still more open, and ultimately keep out or eject from the profession those persons who are closed to experience and psychologically unable to change, then developing human potential would have real impact and significant meaning.

Traditionally, those of us in education have been reluctant to "play God" and keep some people out of the profession, except on health, moral, or academic grounds. Difficult as it is, teacher educators and the profession at large have to work to draw a line at which they will admit some persons into the field of education but not others. One criterion in drawing that line must be, "Is this person open and capable of change?" Other factors are important too, but every effort must be made to "keep out" or "kick out" those persons whose psychological make-up is such that they cannot entertain innovative ideas and propositions for change.

3. Schedule Staff Development Opportunities: We have many problems in education. One of which is seldom ever talked about is our lack of a realistic plan for self-renewal and staff development through inservice education of some kind. An exciting aspect of this Workshop has been the deliberate attention paid to this very important

problem. We are generally so ineffective in dealing with this problem area that it must contribute significantly to many other problem areas - teacher turnover, teacher morale, low achievement, parental disaffection, and the like.

What we have, to borrow a military analogy, is a situation in which all of the troops are on the front line and none are in reserve. That is, in fighting the war against ignorance, we have all of our troops (professionals) committed directly and actively to the fight, and we have no professionals in reserve. Without reserves we have little flexibility, little or no maneuverability, limited creativity, and a very restricted capacity to concentrate our professional efforts on breakthroughs which may develop or to cope with weaknesses in our own "line" which may occur. It is as if we had stationed one teacher between every thirty students in a long, thin line, and assumed that by making equivalent allocation of staff we could make a broad-front, even-moving, steadily progressing attack on ignorance. That is a nice, neat, tidy idea, but it is probably as wrong as wrong can be.

Conventionally, staff development efforts have usually been based upon an inspirational "send-off" in the fall, a second "pump-up" about mid-year, and a few isolated visits and occasional meetings throughout the school year by a supervisor to bind things together in some kind of administrative way. Two things are probably wrong with that approach. One, it presumes that all teachers should probably experience the same "program" or "workshop" or "stimulus" at the very same time, and two, it presumes that a staff member's rightful responsibility is "teaching school" and "with the kids" rather than reflecting and learning and growing on his own.

Maybe we could consider the concept of professionals in reserve as an alternative model for staff development efforts. By deliberately creating a special cadre of professionals who would be free from the continuous, straining, relentless aspect of teaching school - hour after hour, day after day, month after month - perhaps then opportunities for concentrated study, visitation, research, reflection, leisurely discussion, cooperative planning, or the like could occur. By scheduling opportunities for staff development regularly for all staff members, growth might be assured.

For purposes of illustration, suppose that a school district had 200 teachers, each one of whom had 28 students in his classroom at any given time. If ten percent of the teachers were pulled "out of the line" and scheduled as professionals in reserve, that would increase the teacher-pupil ratio to 1 to 31. Twenty teachers, however, would be "free" for staff development opportunities. The 18 days might be clustered, spaced, or utilized in a variety of ways, but those staff members would then be free of the day-to-day demands of teaching and have a chance to develop their own potentialities and experiences in such a way that they would be different, better professionals when they returned to the classroom. Furthermore, such a plan would not cost a school district any money at all. It would require a different use of resources rather than more and more of what was already being employed.

Growth on the job is difficult. Schoolmen must devise ways to create the "free time" for development and change within the lives and minds of professional staff. Giving every staff member a one-day "shot in the arm" in September, or giving all faculty members a half-day off each month is not enough. By using time,

resources, and staff creatively, the concept of professionals in reserve could become an exciting opportunity for staff members to learn new skills, acquire new understandings, test new possibilities, or generate new knowledge about their students or their teaching field or about themselves.

4. Business, Industry, and the Professionals: People in vocational education regularly talk about involving persons from business and industry in their efforts at program development and implementation. That concept seems too narrow for this day and age. With more and more persons working in the professional fields, and with increasing numbers of paraprofessional fields developing, vocational education absolutely has to expand its program opportunities into the professional realms.

5. Specialization vs. General Competence: No problem area in the whole field of education is as fraught with claims and counter-claims as specialization versus general competence. There are no easy, valid answers to complex problems, and this particular one is no exception.

Developing special competencies enables students or anyone to "master" a learning, gain confidence, and acquire the positive motivations to continue working and learning. At the same time, specialized skills and understandings often become obsolete and even a burden on people. In the evolutionary development of various species, specialization has often lead to durability and strength and the capacity of the organism to project itself into the future by virtue of its specialized attributes. On the other hand, those organisms (such as man) which have evolved generalized problem solving techniques and abilities have made the

greatest strides culturally by leap frogging their genetic limitations through cultural evolution as opposed to species development. The resiliency and flexibility of the generalized experience is desirable, but the toughness, strength, and power which come from specialization are important, too.

Balance must be maintained. Since 1950, millions of persons who had no training or even interests in the missile, electronics, and space field technologies have moved from other areas into the space technologies, and now find their newly acquired special skills and concepts already obsolete.

The capacity and motivation to learn new things in new ways must be built in to people. This requires general education experiences and specialized educational opportunities, and the delicate balance must be continuously reestablished year after year. Overemphasis on either aspect is detrimental.

6. A Working Model For Staff Development: During the course of the Workshop several models were proposed. Although it will not be described in elaborate detail here, one plan for helping professional staff in a school district develop their own potential through careful assessment and critical evaluation of existing curricular efforts has been suggested.²⁷ In general terms, this plan outlines a policy statement which commits the district to program development through research, and it then outlines an organizational arrangement whereby professional educators can work together with lay people and students on crucial problems

²⁷ Jack R. Frymier and H. C. Hawn, Curriculum Improvement For Better Schools (Worthington, Ohio: Charles A. Jones, Publishing Co., 1970), Chapters 4 and 10.

which they identify as worthy of study. The principles of participation, relevance, good data, and clarity of purpose (i.e., help students learn) are added to the concepts of systematic effort, commitment to improvement, and continuity which are so necessary for any major staff development effort to succeed. Because those ideas are outlined in both theoretical and practical terms there, they will not be explored further here, but the idea of a district-wide plan for staff development (as opposed to a state-wide or individual building approach) may be worthy of consideration.

Summary

Responses to "Developing Human Potential" at the Workshop sessions were many and varied. Six specific areas of concern were singled out and examined in some detail. Helping people develop involves stimulation, freedom, time, support, feedback, and attention to incentive. The problems are psychological, political, economic, administrative, and even cultural. The phenomenon of change is still very real. Devising new concepts of staff development will tax the creative energies of the best of us. As was said before, "The time to start is now."

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A STATE MODEL FOR PROFESSIONAL PERSONNEL DEVELOPMENT IN VOCATIONAL EDUCATION

Darrell L. Parks

Assistant Director, Administration &
Planning, Division of Vocational
Education, Ohio State Department
of Education

RATIONALE FOR A MODEL

Since the passage of the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968, vocational education has experienced phenomenal growth. The thrust of this legislation has provided new impetus which has caused vocational education to enter a state of massive transition. New programs, improved facilities, more sophisticated equipment, expanded research efforts, and the initiation of exemplary programs have resulted from these legislative acts.

In addition to the impact that such legislation has made, as mentioned in the preceding paragraph, these same legislative acts:

...have made it necessary to adopt a new concept in vocational teacher education. A more contemporary nomenclature should be applied to this overall area of professional development. A Smith-Hughes nomenclature can no longer apply to the diversified area of preparing professional personnel in occupational education. A contemporary nomenclature must be an umbrella term which covers the pre-service and in-service of all occupational personnel whether they be instructors, supervisors, administrators, or counselors.¹

¹Professional Development in Teacher Education. An EPDA Assessment Project, Vocational Education California State Department of Education in cooperation with the U.S. Office of Education, Bureau of Educational Personnel Development, Sept., 1970.

The design and implementation of a vocational-technical education professional personnel development system in Ohio is essential if program growth is to continue at the presently projected rate. Such a system must address itself to the following points:

- A. A program that provides for the preparation of all occupational education personnel including instructors, supervisors, administrators, counselors, teachers of the disadvantaged and handicapped, and teachers in the primary grades who have a responsibility in the development of career preparation and attitudes on the part of youths in these lower grades,
- B. An in-service program which provides the latest and up-to-date knowledge and assists in the understanding of new methods and new factors affecting education. This is an extremely important point in view of the rapidly changing nature of the economy and manpower needs,
- C. A program which establishes and maintains an effective and positive relationship with business and industry, local schools, and the designated State agency which is responsible for the maintenance of minimum standards in vocational training programs and vocational teacher education programs which receive Federal funds:

The State board shall provide for such training (both pre-service and in-service)

as is necessary to provide qualified personnel meeting the requirements of the State plan pursuant to Section 5102.38. Such training shall be sufficient to provide an adequate supply of qualified teachers and other personnel, including those capable of meeting the special educational needs of the disadvantaged and handicapped persons in the State.²

- D. A program which provides for graduate study and coordinated research projects which relate to local, State, and national vocational education problems and issues, and
- E. A program which arises directly from the cultural needs of people in demanding, rapidly changing, technological society to which it is ultimately accountable.

If the above points are accepted as valid and worthy of consideration in the design and implementation of a contemporary vocational-technical education professional personnel development system, then there are numerous implications for appropriate training programs.

A coordinated statewide vocational-technical education personnel development program is complete, relevant, and aimed toward the needs of society. Programs fragmented among and within university and college teacher education agencies should not and cannot be permitted to exist and function unto themselves. These agencies must recognize themselves as being a part of a bigger community with a definite and vital contribution for them to make.

²Federal Register, Volume 35, No. 91; Section 102.9(a) p. 7339.

A second implication is that existing vocational-technical education personnel development institutions and agencies must perceive their roles much more comprehensively than ever before. That is to say, in many aspects vocational-technical education personnel development involves more than a somewhat narrow disciplined orientation which may be, in fact, delimiting to a product prepared through such an approach. This is especially applicable to personnel preparing for advanced leadership positions (e.g., State and local administrators) who need an in-depth perspective of the total program.

This second implication lends itself to a third, that of the necessity of establishing and maintaining an integrated approach to vocational-technical education professional personnel development within an institution. Not only would such an approach provide for a more comprehensive program on the part of teacher candidates, but also such an approach would provide a means for organizing the "critical mass" of talent and resources needed to cope with current and emerging problems in the development of vocational-technical education professional personnel. Such an approach would also minimize duplication of course offerings and related services.

A final implication, based upon a new conceptual approach to vocational-technical education professional personnel development, suggests the need and role for advisory bodies for the development programs. Such an idea is not new to vocational-technical education generally. In fact, this same idea is advocated, but seldom employed, by vocational-technical education professional personnel development programs and departments. Such advisory bodies should include representatives selected from alumni, local school administrators, business and industry, the general public, and the cooperating State

department agency. Such bodies could serve as sounding boards for new and emerging concepts and programs, provide communication channels for assessing the effectiveness of existing programs, and assist in identifying needed changes in and/or adjustments to current practices.

In summary, vocational-technical education professional personnel development programs are confronted with some pressing issues. There seems to be little question as to their importance in the vocational-technical education process. Their contributions are vital to the further expansion and growth of vocational-technical education. The issues of the day focus upon their structures and the execution of their duties and responsibilities.

A vocational-technical education professional personnel development program, if it is to be successful, cannot function in isolation. It cannot take comfort in past accomplishments. Contemporary vocational-technical education professional personnel development must dedicate itself to a new, more comprehensive concept; a team approach that can and will adjust as program needs and emerging trends dictate. Such an approach requires changes. It is to that end that a systems design, for the development of vocational-technical education professional personnel, must be oriented if optimal program efficiency and effectiveness are to be realized.

II. GOALS OF THE MODEL

If a State model for vocational-technical education professional personnel development is to be comprehensive in nature, it seems only logical that its design and implementation be guided by a set of carefully developed and clearly stated goals.

An illustration of some suggested goals for a professional personnel development model, along with a brief explanation of each is presented below:

- A. To anticipate and project the needs and/or demands for vocational-technical education professional personnel.

It is imperative that any professional personnel development model have as one of its primary components a means of determining short-range and long-range needs. Such a component is essential, not only because of its influence and effect upon the design of other model components, but also because it dictates future programming, budgetary needs, and provides sufficient lead time to plan for such needs. This is in direct contrast with the more common and universal approach of designing developmental programs to meet immediate and critical needs. Often these programs do not give sufficient consideration to programming factors due to a lack of sufficient lead time.

- B. To assure an adequate supply of competently trained vocational-technical education professional personnel which is commensurate with either existing and/or projected needs.

This goal is closely allied with the first goal in that the number of personnel being trained should correlate with identified needs. The design and implementation of a means for realizing this goal would

imply the need for developing and maintaining a data bank. This data bank could relate the number of various professional personnel in training, the program area or function for which they are being trained, and the date of availability for their employment. Such a data bank would also provide insight regarding the foci of personnel recruitment efforts.

- C. To optimize the efficiency and effectiveness of a vocational-technical education professional personnel development system.

The realization of this goal would necessitate programming for the development of professional personnel that minimizes duplication of program offerings common to two or more vocational-technical education program areas. Effective programming would capitalize upon the strengths of particular staff personnel who possessed in-depth understandings and talents and would extend across program areas within a given professional personnel development institution or agency.

Another dimension, closely related to this goal, would be a mechanism for the appraisal of the effectiveness of professional personnel development programs.

- D. To identify and coordinate in-service activities of professional state administrative and teacher education personnel.

As vocational education continues to grow and expand, and as intrinsic and extrinsic factors affecting programming become more prevalent, the constant need for communicating with and updating university and state leadership personnel in vocational-technical education becomes increasingly more apparent. A comprehensive professional personnel development model must incorporate this particular factor as one of its goals.

- E. To assure, to the extent possible, geographic availability of both pre-service and in-service vocational-technical education professional personnel development activities.

To tailor programs to the unique and critical needs of a particular locale, and to entice and encourage the involvement and participation of pre-service and in-service vocational-technical education professional personnel, efforts should be directed toward regionalizing program offerings. A professional personnel development model can perform a catalytic function in fulfilling this goal.

- F. To provide for the coordination of Education Professions Development Act (EPDA) sub-projects and activities.

Professional personnel development activities have impacted significantly upon the preparation and/or

upgrading of vocational-technical education professional personnel. One important goal of any statewide model for professional personnel development must assure that sub-projects submitted for approval are complementary and integral parts of the statewide professional personnel development effort.

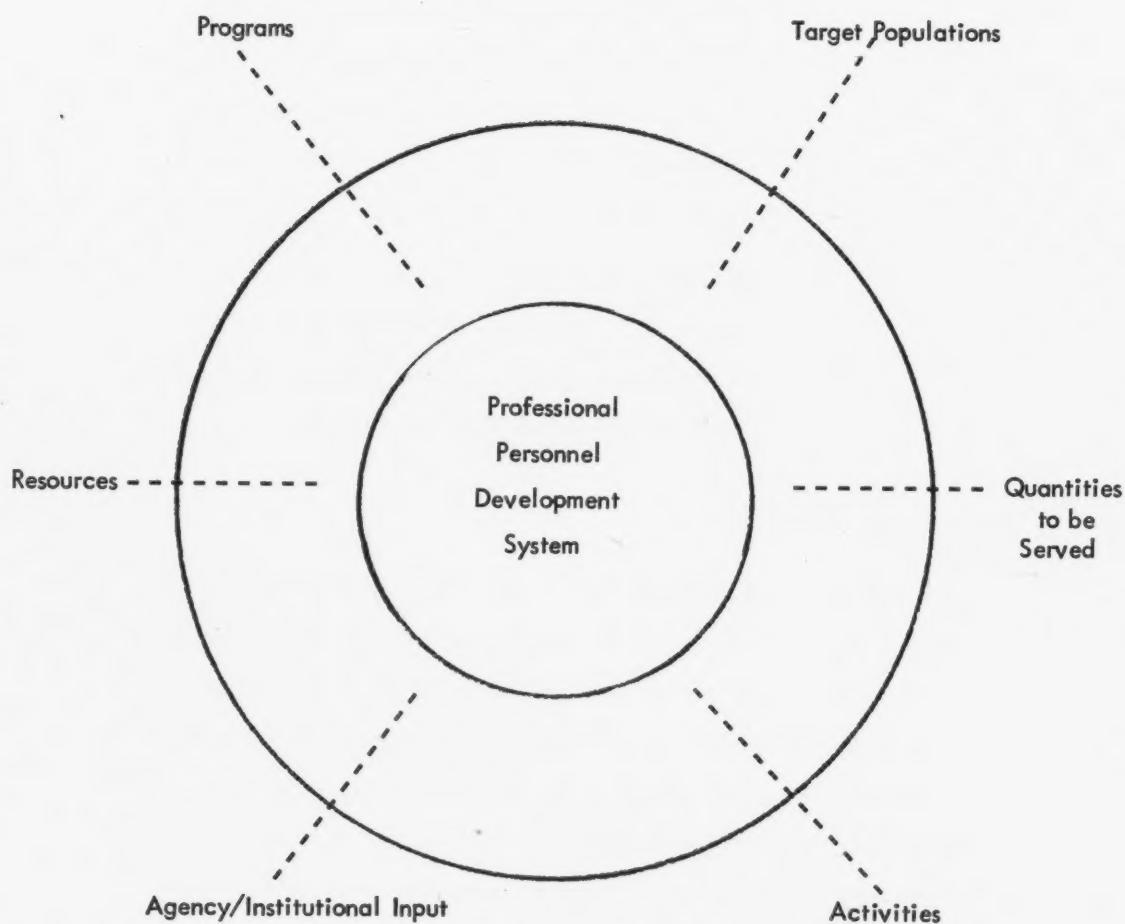
- G. To coordinate policies and standards for the certification of vocational-technical education professional personnel among the various program areas, and with the Division of Teacher Education and Certification in the State Department of Education and cooperating institutions and agencies.

A final goal of the model would be that of providing for consistency in the design and administration of policies and standards governing the certification of professional personnel.

III. VARIABLES OF MODEL

Any statewide model for the development of vocational-technical education professional personnel must have a high degree of flexibility in light of the many variables involved. Although any discussion relative to such variables will be limited in this section, it is important that such variables be recognized and taken into consideration in the design of a professional personnel development system. A schematic representation of these variables is shown on the next page.

VARIABLES OF A VOCATIONAL EDUCATION PROFESSIONAL
PERSONNEL DEVELOPMENT SYSTEM



- A. Program Variables - Vocational-technical education has long been known to provide preparatory and upgrading instruction across a wide spectrum of occupational areas. Although much time and effort has been directed toward identifying the common elements, appropriate and applicable to the preparation of all vocational-technical education professional personnel, the fact still remains that some unique and important elements exist. A professional personnel development model must recognize these differences and provide for them.
- B. Target Population Variables - Most programs, which have addressed themselves to preparing vocational-technical education professional personnel, have focused primary attention upon the preparation of teachers without sufficient attention to providing programming specifically for supervisors, administrators, teacher educators, and guidance personnel. Such programs, which may have been in existence, were generally lacking in sufficient depth to have adequately prepared personnel for such leadership roles. A comprehensive professional personnel development model must provide for a stratification of populations to be served, and plan objectively for each population grouping.
- C. Quantities to be Served - This particular variable relates to one of the goals discussed in the preceding

section. Any model for professional personnel development must possess the characteristic to adjust to ever-changing supply and demand factors. Such adjustment must be one of relative quickness in order to meet immediate and/or unanticipated emergencies or crises arising from the need for professional personnel.

- D. Activity Variables - The nature of the professional personnel development activity relates specifically to whether such an activity is short-term, intermediate, or long-term. Such a variable(s) could also be illustrated as pre-service, in-service, or graduate programming. These variables reflect directly upon additional factors of consideration in their design and implementation, including the group to be served, the availability of input resources including staff, budget, facilities, and time of offering to mention a few. Any professional personnel development model must reflect sufficient flexibility and adaptability to adjust the activity variables as supporting factors change.
- E. Resource Input Variables - Especially where a vocational-technical education professional personnel development model is highly dependent upon the financial appropriation of State and Federal agencies, such a model must not be so rigid that it cannot adjust to fluctuating financial resources. Other resource input variables include staff personnel, facilities, equipment, and time.

- F. Agency/Institutional Input Variables - Conflicting differences in philosophies and objectives on the part of cooperating agencies and institutions involved in the application of a professional personnel development model are also important variables in the model design. Such differences are most often apparent between State department agencies whose major responsibilities involve the administration of vocational-technical education programs and colleges and universities which have been assigned responsibilities for vocational-technical education professional personnel development. Any such model design must recognize such differences, if they exist, and employ the necessary techniques to resolve or compromise them.

IV. DESIGN OF MODEL

Throughout the preceding discussion, reference was made to a MODEL for the development of vocational-technical education professional personnel. The following model has been developed in light of numerous points and factors of consideration drawn from that discussion:

- A. Principles Relating to the Role of the State Department of Education in the Development of Vocational-Technical Education Professional Personnel.³

³Adapted from Responsibilities of State Department of Education for Teacher Education (Washington: Council of Chief State School Officers, 1954), p. 1-19.

In the initial design of a model for the development of vocational-technical education professional personnel, consideration was made of the State Department of Education's role in the preparation of such professional personnel. The following principles were employed in defining that role:

1. Long-range planning, under the leadership of the State Department of Education, is necessary in the development of an effective statewide program of professional personnel development.
2. Planning in professional personnel development should involve continuous participation of all groups in the State concerned with the quality and size of the teaching force.
3. Exercise of the planning function should consider the relationships of vocational-technical education professional personnel development with other aspects of public education.
4. Research is prerequisite to planning and is a necessary concomitant of

significant leadership activity
in professional personnel de-
velopment.

5. Research, carried out or sponsored by the State Department of Education, should be directed to the solution of problems and the improvement of conditions affecting education in the State.
6. Research in accreditation and certification should be planned and carried out in a unified program.
7. Under the leadership of the State Department of Education, other organizations in the State concerned with teacher education should be encouraged to share the State's total responsibility for research in professional personnel development, accreditation, and certification.
8. The consultative function involves the provision of:
 - (a) specific information,
 - (b) technical assistance,
 - (c) directional leadership, and
 - (d) stimulation and encouragement.

9. The consultative function involves both the effective use of personnel of the State Department of Education and the procurement and coordinated use of other resources, within and outside of the State.
10. The exercise of the consultative function by the State Department of Education should involve cooperative participation of all groups in the State involved in or concerned with the education and certification of professional personnel.
11. The State Department of Education should serve as the coordinating agency for colleges and universities in the development, improvement, and evaluation of their professional personnel development programs.
12. The State Department of Education should make information and guidance regarding supply and demand available to professional personnel development institutions.
13. The State Department of Education should assist in making professional personnel development institutions

more keenly aware of the special needs of professional personnel in schools.

14. Services of resource persons should be made available in developing professional personnel development programs.
15. The State Department of Education should assist in providing opportunities for both laymen and professional educators to participate in the design of the professional personnel development program.
16. The services of the professional staff in the State Department of Education should be enlisted in the improvement and in the coordination of professional personnel development programs.
17. The State Department of Education should give leadership in the selective recruitment of professional personnel.
18. The State Department of Education should give leadership in coordinating the placement of professional personnel.

19. The State Department of Education should provide for the exchange of information, ideas, and attitudes among individual citizens, organizations, teachers, and administrators.
20. The State Department of Education should promote the public relations program in terms of developing confidence and mutual understanding.
21. The State Department of Education should endeavor to explain to the interested public, school boards, school administrators, and professional groups, significant factors in enlisting and retaining teachers in the profession.
22. The State Department of Education should encourage the legislature to establish and maintain colleges for the education of teachers wherever and whenever necessary to assure an adequate supply of well-qualified professional personnel for the schools of the State.
23. The State Department of Education should exercise leadership in providing

opportunity for able students to find the necessary financial means to complete a teacher education program.

B. The Coordinator for the Development of Professional Personnel for Vocational-Technical Education.

A key component of the model for vocational-technical education professional personnel development is the coordinator or director of such a program. This individual would have the responsibility and authority to provide the necessary leadership in the design, implementation, and administration of a statewide system for vocational-technical professional personnel development. The person fulfilling this function would be an employee of the State Department of Education and his specific duties and responsibilities would include the following:

Administrative Duties

(Time allocated - 50 percent)

1. Give leadership and coordination to the organization, supervision, and evaluation of teacher education and professional personnel development activities among all vocational program areas.
2. Serve as liaison between the Division of Vocational Education and cooperating vocational-

technical education professional personnel development institutions and agencies.

3. Administer the State Education Professions Development Program in accordance with provisions set forth in the Education Professions Development Act, including the following:
 - a. Serve as a resource person for the Advisory Committee for the State Education Professions Development Program,
 - b. Serve as liaison between the Division of Vocational Education and the various institutions of higher education, local educational and other appropriate agencies,
 - c. Serve as Chairman of the Cooperative Arrangements Application Review Committee,
 - d. Identify crucial and urgent needs and establish priorities for meeting those needs in the recruitment and training of professional personnel,
 - e. Disseminate information regarding the State Education Professions Development Program,
 - f. Provide assistance to any agency developing applications for cooperative

arrangements regarding the
State Education Professions
Development Program,

- g. Administer the application procedures in the Cooperative Arrangements Program,
 - h. Assist in the recruitment of professional staff and program participants,
 - i. Provide coordination of Cooperative Arrangements Programs with other education professions development programs,
 - j. Administer financial provisions and grant terms and conditions and insure that the funds do not supplant State and local funds, and
 - k. Provide leadership in the development of State supervisory personnel for long-range planning relating to the State Education Professions Development Program.
4. Provide leadership in the planning and conduct of a program of professional in-service education to promote and further staff development in professional personnel development programs in Ohio.

5. Review and maintain relevant vocational-technical education professional personnel standards in Ohio in accordance with State Board of Education teacher education and certification provisions.
6. Provide leadership in the coordination and operation of curriculum materials services in all vocational education program areas.

Supervisory Duties

(Time allocated - 20 percent)

1. Supervise vocational-technical education professional personnel development programs at the cooperating institutions of higher learning and other appropriate agencies not included within the supervision function of the individual occupational service units.
2. Provide supervisory services for programs arranged on a cooperative basis across occupational service lines.
3. Require and review such reports as necessary to determine compliance with appropriate State standards regarding vocational-technical education programs and curricula, and the status of professional personnel programs.

Reporting Duties

(Time allocated - 10 percent)

1. Maintain all records concerning the professional preparation and in-service education

of vocational education teachers, and supervisory and administrative personnel in the State in accordance with State financial involvement.

2. Maintain all appropriate records concerning the State Education Professions Development Program including such provisions as are prescribed in the Education Professions Development Act.
3. Provide information to the fiscal officer of the Division of Vocational Education required for the issuance of vouchers for reimbursement to institutions and agencies performing professional personnel development services in cooperation with the Division of Vocational Education.
4. Prepare such reports as are required by the Director of the Division of Vocational Education, State Superintendent of Public Instruction, and State Board of Education to evaluate the status, progress, and to assess the effectiveness of the administration and supervision of program.
5. Prepare statistical and descriptive material as called for in the Annual Report required of the Division of Vocational Education by the U.S. Office of Education, Department of Health, Education and Welfare.

Consultative Duties

(Time allocated - 10 percent)

1. Provide consultative services to cooperating institutions of higher learning and other appropriate agencies regarding vocational-technical education professional development programs and curricula, and
2. Provide consultative services at the State and national levels regarding cooperative arrangements related to the State Education Professions Development Programs.

Coordination and Evaluation

(Time allocated - 10 percent)

1. Coordinate the organization, supervision, and evaluation of curriculum development and professional personnel development activities among all vocational-technical education program areas, and
2. Assist in developing evaluation standards and evaluation designs for Cooperative Arrangements Programs.

C. A Coordinating Council for Professional Personnel Development.

As a means of providing for input into the design, implementation, and administration of a professional personnel development system, the establishment of an

advisory body comprised of representatives from professional personnel development institutions and agencies, as well as the employers of products of such institutions and State Department of Education officials seems desirable. Such a council would be consistent with several of the principles regarding the role of the State Department of Education in the development of vocational-technical education professional personnel and would enhance the realization of a number of goals toward which a professional personnel development model should be directed. Specific points regarding the purpose, organization and authority of the Council are presented in the following paragraphs.

1. Purpose of Council

The primary purpose of this Council will be to coordinate and periodically appraise the vocational-technical education professional preparatory and in-service personnel training program in terms of its effectiveness in meeting immediate and anticipated needs.

The Council will also be responsible for:

- a. Identifying unique and emerging aspects of vocational-technical education which have implications for teacher education,

- b. Evaluating fundamental vocational-technical education teacher performance requirements and competencies, and
- c. Identifying sources of potential teacher supply, and assisting in formulating statewide goals leading to the development of a Master Plan for Vocational-Technical Professional Personnel Development.

2. Authority of Council

The Council will function in an advisory capacity to the Division of Vocational Education regarding the development, implementation, execution, and evaluation of a statewide coordinated professional personnel preparatory and in-service training program.

3. Composition of Council

The permanent Council Chairman will be the Assistant Director of Vocational Education in charge of Teacher Education and Curriculum Development.

The Council body will be composed of the following representatives: One service area Assistant Director appointed annually by the Director of Vocational Education; three multi-service teacher education representatives;

one teacher educator from each of the five service areas of agriculture, business, distributive, home economics, and trade and industrial education, to be appointed and serve at the pleasure of the respective service area Assistant Directors; and, two local vocational education directors and a public school superintendent appointed to staggered three-year terms by the State Director of Vocational Education.

The State Director of Vocational Education will serve as an ex-officio member of the Council.

4. Operation of Council

The Council will meet semi-annually for the purpose of performing its duties and responsibilities, and at special sessions called by the Chairman.

Meeting times, dates and locations will be announced at least one month prior to planned regular meetings and at least two weeks prior to special sessions called by the Chairman.

D. A Master Plan for a Statewide Professional Personnel Development System for Vocational-Technical Education.

Another major component of a professional personnel development system is a blueprint, or master plan, which provides direction and a basis for periodic appraisal of such a system.

Such a plan should be developed in conjunction with the Coordinating Council for Professional Personnel Development and carry its endorsement.

Essential features of the plan should include the following:

1. Major goals of institutions and agencies preparing vocational-technical professional personnel,
2. Common components of a vocational-technical professional personnel development curriculum,
3. Projected vocational-technical professional personnel needs (annual and five-year projections by taxonomy),
4. Guidelines for cooperative arrangements between the State Department of Education and professional personnel development institutions and agencies, and
5. Appraisal criteria for determining the efficiency and effectiveness of professional personnel development programs.

Examples of the above described features of a proposed master plan are included in the appendix. The following

pages illustrate a suggested sequence of events in the preparation of the Master Plan for Vocational-Technical Education Professional Personnel Development.

E. Implementation of the Model

The implementation of a model for professional personnel development into a statewide system of vocational-technical education can be accomplished through a systematic sequence of events.

The initial step is that of the appointment of a Coordinator for the Development of Vocational-Technical Education Professional Personnel. Such an appointment should enjoy administrative authority and responsibility and report directly to the State Director for Vocational-Technical Education.

The second step is the appointment and organization of the Coordinating Council for Professional Personnel Development in vocational-technical education in compliance with procedures discussed in Part C of this section. The Council meeting should be called shortly after all appointments have been effected in order to acquaint it with its purpose and functions, and solicit its assistance in the further development and refinement of the model as it is being implemented.

Simultaneously, while the Coordinating Council is being organized, the Coordinator for the development

A Sequence Chart

DESIGN OF A MASTER PLAN FOR VOCATIONAL-TECHNICAL EDUCATION PROFESSIONAL PERSONNEL DEVELOPMENT

Prepare a rationale for a state program for preparing professional personnel in vocational-technical education.

Appoint a statewide Coordinating Council to coordinate and periodically appraise the vocational-technical education professional preparatory and in-service personnel training program, consisting of teacher educators, supervisory personnel, and local vocational education administrators.

Meet with Coordinating Council to:

- Consider emerging and unique aspects of vocational-technical education which have implications for teacher education.

- Assist in determining vocational-technical education teacher performance requirements and competencies, and sources of teacher supply.

- Assist in formulating statewide goal for preparing vocational-technical education professional personnel program objectives.

Determine statewide vocational-technical education professional personnel needs by service area including administrative, supervisory, instructional, technical and instructional aides.

Identify teacher education problems and concerns on the part of each vocational service.

Formulate major Division of Vocational Education teacher education goals.

Identify state and institutional constraints and restraints regarding vocational-technical teacher education, i.e. limited resources, certification standards, institutional philosophies and objectives, etc.

Prepare a master plan for teacher education with long-range projections for the development and financing of such a plan. Such a plan should include projected teacher education enrollments, programs and institutional responsibilities balanced by optimal utilization of available resources. The plan should also incorporate an organizational structure that provides for the appropriate core of common knowledges and skills in vocational-technical education, as well as for development of the unique aspects of the area of specialization.

Review plan with supervisory staff, teacher educators and Coordinating Council and make any necessary adjustments and/or modifications.

Implement plan and periodically appraise its effectiveness in meeting the objectives and professional personnel needs on which it was based.

of Vocational-Technical Education Professional Personnel should personally tour each involved institution/agency campus. The purpose of such a tour would be to meet with professional staff and administration to better acquaint them with his role and relationship with their respective program(s). This particular step would be extremely important in promoting understanding and dispelling any apparent apprehensions regarding an immediate and complete upheaval of existing programs. Such a tour also would offer the Coordinator insight into the condition of existing programs and an opportunity to become acquainted with specific problems and concerns.

The next logical step is that of initiating a Master Plan for Vocational-Technical Education Professional Personnel Development. The plan, once completed, can provide invaluable information and data for decision making regarding future professional personnel program development.

Upon completion and acceptance of the Master Plan by those agencies concerned with its operational aspects, it becomes the role of the Coordinator for the Development of Vocational-Technical Education Professional Personnel to administer the plan in accordance with its guidelines and provisions.

The need for periodic review and updating of this plan by the Division of Vocational Education and the Coordinating Council is essential in an attempt to maintain its relevancy to current problems.

Funding for the entire model would be borne by the Division of Vocational Education and would include joint budget allocations for both the Coordinator and each respective program area. This would provide the Coordinator a budget for planning and meeting critical needs common to all program areas while individual program needs could be met through each respective program budget.

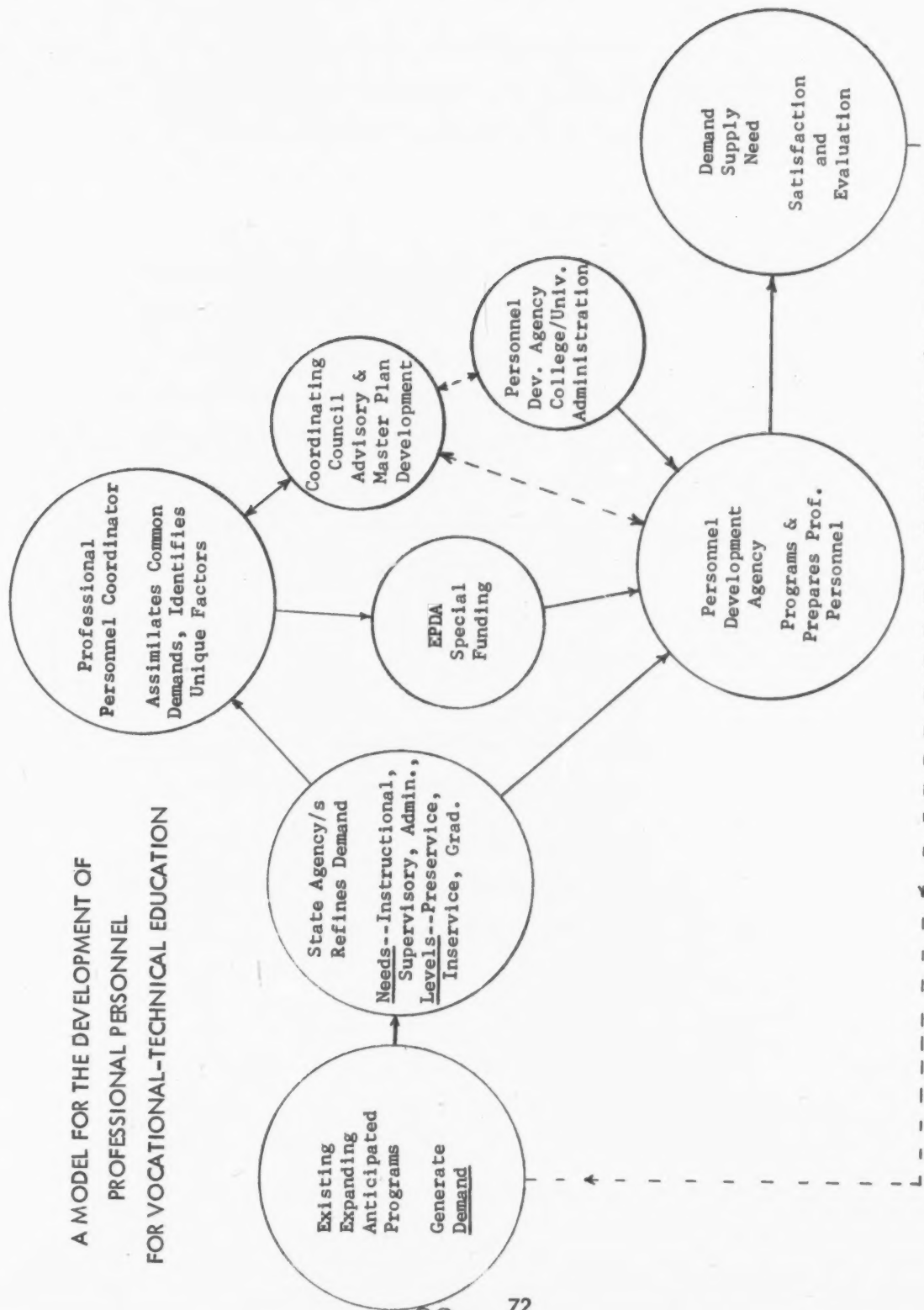
A second alternative would be that of the Coordinator for the Development of Vocational-Technical Education Professional Personnel to administer the total development budget through each program area.

A diagram illustrating the essential components of the model and the flow of activities and events is presented on the following page.

V. SUMMARY

The most obvious implications for improving vocational-technical teacher education is the need for a "systemic" view. Central to this are the needs for improving capacity for systematic control, identifying major problems, arriving at key systemwide

**A MODEL FOR THE DEVELOPMENT OF
PROFESSIONAL PERSONNEL
FOR VOCATIONAL-TECHNICAL EDUCATION**



decisions, and improving the quality of outputs. Perhaps most important is the need to improve the capacity to translate these key decisions into action programs. If all these are to be accomplished, there is an additional need for integration of the various externally oriented sub-systems in vocational-technical education teacher preparation into a total State system, while maintaining desired and essential linkages to the broader social, economic and political context.⁴

⁴Robert E. Taylor and Aaron J. Miller, The Context of Vocational and Technical Teacher Education (Columbus: The Ohio State University, August, 1970), p. 18.

Appendix A

GOALS FOR VOCATIONAL-TECHNICAL EDUCATION PROFESSIONAL PERSONNEL DEVELOPMENT

To achieve its goals, a relevant, effective, and efficient vocational-technical education professional personnel development program should provide:

1. A pre-service program which will provide proficiency in pedagogical, supervisory, and/or administrative techniques.
2. A flexible program to develop the occupational competencies of teachers according to their experiences and proficiencies in their respective occupational areas.
3. An in-service program which is readily accessible geographically to all teachers and supportive vocational-technical education professional personnel.
4. A training program for a number of vocational-technical education professional personnel commensurate with existing and projected needs in the respective program areas.
5. A flexible, broad scope program to meet the varying learning needs and styles of individual students.
6. A coordinated program between occupational services and well balanced in vocational core areas and specific occupational courses to provide effective and efficient vocational education.
7. A highly responsive program to meet immediate occupational, pedagogical, supervisory, and administrative in-service needs of teachers and leadership personnel.

8. An effective source for articulation of objectives and educational programs with secondary, technical, in-service, and graduate education.
9. A program which will prepare instructors for the general service programs and/or specific instructional programs within a service.
10. For educational preparation at various levels: secondary; technical; baccalaureate; graduate, and other special educational services.

Appendix B

COMMON COMPONENTS OF VOCATIONAL-TECHNICAL EDUCATION PROFESSIONAL PERSONNEL DEVELOPMENT

The typical vocational-technical education professional personnel development program can be segmented into two basic components - those instructional units which are unique to occupational needs of the students in that service area, and those instructional units which are common to the needs of students in several or all of the other vocational service areas.

Examples of components common to vocational service areas are "Guidance" and "School and Community Relations." Each service area would include these in the curriculum. A large number of the concepts and competencies acquired in one vocational service area may also be quite appropriate in others.

This is not to deny the value of or need for maintaining the identity and basic functions of each of the vocational services as they are now unknown. In addition to meeting the occupational training needs which are unique to each service, the service area would provide a student a source of identity and motivation which is valuable in his total educational program.

In looking towards a more effective total vocational-technical education professional personnel development program, it is probably wise, not only to maintain the occupational identity but also to strive to strengthen its present qualities. At the same time, where redundancy exists, it would be prudent to review the roles of the common components and the necessity for them to exist as separate entities within the service area.

In reality, the coordination of common components can produce a potential conservation of resources which may become one of the most effective

means of strengthening the occupational portion of the program. Coordinating the common components may not directly make a more relevant instructional program, but it would be very logical to assume that it may enhance the capability to provide more relevant instruction by more appropriate impact of resources. In addition, the following list is given as a summary of potential benefits which may accrue by appropriately coordinating common components of a vocational teacher education program:

1. Reduce redundancy of resources in common components and allow these resources to be used for a more comprehensive and in-depth offering of courses in occupational areas.
2. Build a curriculum which can more fully provide students with an understanding of the field of vocational education as a discipline.
3. Develop a better understanding among the staff of the other vocational service areas and a sharing of "in-house" ideas.
4. Provide more economical units of operation and more unified approach to planning, teaching and budgeting.
5. Define and articulate better as a vocational entity with State staff and other areas of education on campus.

Defining Common Components

A basis needs to be established to critique the present curriculum. One of the problems is the existence of a common taxonomy of curriculum component terms. Excerpts for the "Model Curricula for Vocational and

Technical Education" is shown as a checklist on the following pages. This list can serve as a starting point to define components and provide uniformity between services and educational institutions.

Operational Procedure

1. From the Checklist of Competencies a tabulation can serve as a guide to identify those that are common or unique to certain areas.
2. An objective analysis should be made by all service areas involved to determine the feasibility of combining resources.
3. An overall systems approach should be used to determine and allocate existing resources to appropriate instructional areas.

As an example: An instructor of one service area may have the expertise to teach the component of "advisory committees" as a core program. Other service areas may defer their counterpart of the program to this instructor.

Model of Operation

There is a lack of research evidence for the definition of certain outcomes of coordinating the component parts of vocational-technical education professional personnel development programs. Programs which have had experience with coordinating common components suggest two basic considerations:

1. Individual service areas need to be involved in providing their service inputs which are valuable to the total program.
2. Total vocational-technical education leadership needs to be provided by a coordinator to organize and coordinate the inputs of the service areas.

From these two premises it is suggested that a Coordinator of Professional Personnel Development, State Staff be appointed whose duties would include:

1. Defining statewide educational needs, establishing priorities, and allocating the program with the teacher education program, and
2. Promoting and coordinating the activities of the colleges and universities throughout the State.

CHECKLIST OF COMPETENCIES CONSIDERED ESSENTIAL TO THE
VOCATIONAL-TECHNICAL EDUCATION PROFESSIONAL
PERSONNEL DEVELOPMENT CURRICULUM⁵

Competency Category

- A. Program Planning, Development and Evaluation
 - 1. Conduct a community vocational education survey
 - 2. Maintain an advisory committee
 - 3. Plan a vocational program
 - 4. Evaluate a vocational program
- B. Instruction - Planning
 - 1. Structure a course
 - 2. Design a course unit
 - 3. Plan a lesson
 - 4. Select instructional resources
 - 5. Develop instructional materials
- C. Instruction - Execution
 - 1. Direct student activity
 - 2. Promote group interaction
 - 3. Apply basic instructional strategies
 - 4. Employ teacher-centered methods of presentation
 - 5. Engage educational media and resources
- D. Instruction - Evaluation
 - 1. Evaluate performance of students
 - 2. Develop tests and rating sheets
 - 3. Administer and analyze tests
 - 4. Evaluate quality of instruction

E. Management

1. Project instructional resource needs
2. Prepare budgets
3. Procure supplies and facilities
4. Maintain records and filing system
5. Provide for safety in laboratory
6. Control student behavior
7. Maintain the laboratory

F. Guidance

1. Obtain background information on students
2. Promote constructive interrelationships with students
3. Counsel students
4. Involve resource persons and agencies in assisting students
5. Assist students in planning post-graduate education and employment

G. School-Community Relations

1. Plan school-community relations activities
2. Publicize the vocational education program
3. Maintain good community relationships
4. Obtain school-community feedback on vocational education program
5. Maintain good intra-school relationships

H. Student Vocational Organization

1. Establish a student vocational organization
2. Advise a student vocational organization
3. Participate in activities of the State and national student vocational organization

I. Professional Role and Development

1. Uphold philosophy and goals of the profession
2. Contribute professional service
3. Advance one's professional competencies
4. Assist with general school duties
5. Supervise student-teacher

J. Coordination

1. Select student-learners
2. Select training stations
3. Develop training plan and agreement
4. Comply with State and Federal employment regulations
5. Supervise student-learner's on-the-job experience
6. Evaluate on-the-job performance of student-learners
7. Improve related and on-the-job instruction

⁵Calvin J. Cotrell, et.al., Model Curricula for Vocational and Technical Teacher Education, Teaching Career Analysis, The Center for Vocational and Technical Education, Ohio State University, October, 1970.

Appendix C

VOCATIONAL EDUCATION
PROJECTED NEW TEACHER NEEDS
OHIO *
1971 - 1975

PROGRAM AREA	1971	1972	1973	1974	1975
Agriculture	81	90	108	120	128
Business Office	330	554	608	698	597
Distributive Ed. ¹	313 *	1067	1210	1491	1521
Home Economics ² a.	70	70	70	30	30
b.	0	10	20	30	30
Trade & Industrial ³		250	295	330	345
TOTAL	794	2041	2311	2699	2651

FACTORS USED IN MAKING PROJECTIONS:

- A. Projected student enrollment and additional unit growth
- B. Teacher-student ratio common to each respective program area
- C. Turn-over rate common to each respective program area
- D. Previously trained personnel returning to teaching profession

¹Includes OWA

^{2a}Based upon projected enrollment in new and expanding vocational homemaking programs; specifically, courses such as consumer education and family living which include boys and girls not now enrolled in any Home Economics Programs.

^{2b}Job training Home Economics

³Includes OWE

*Further refinement of this section of a Master Plan must include a projection of personnel needs by taxonomy and functional responsibility.

Appendix D

GUIDELINES FOR ESTABLISHING COOPERATIVE RELATIONSHIPS BETWEEN THE STATE DEPARTMENT OF EDUCATION AND VOCATIONAL-TECHNICAL EDUCATION PROFESSIONAL PERSONNEL DEVELOPMENT AGENCIES AND INSTITUTIONS

In order to affect a positive relationship between the State Department of Education and cooperating vocational-technical education professional personnel development agencies and institutions, it would appear that a commonly accepted set of guidelines is desirable and essential. Such guidelines are intended to identify parameters within which individual programs of vocational-technical education professional personnel development function. They are designed for use on a total university and/or college level. They should be compatible with more specific and unique cooperative and contractual provisions entered into by individual professional personnel development programs and departments and their respective service areas within the State Department of Education.

1. Approved vocational-technical education professional personnel development programs shall comply with the provisions for personnel development as set forth in Section 1.35 of the existing Ohio State Plan for Vocational Education, Part I and/or comparable provisions as set forth in any such subsequent plan.
2. Colleges and universities conducting approved vocational-technical education professional personnel development programs should designate individuals who can speak to and for such programs on matters and concerns that are universal in nature. Such individuals should have vested authority to exercise administrative decisions in regard to those universal matters and concerns.

3. The initial and continuing approval of vocational-technical education professional personnel development programs should be based on a set of minimum program standards which take into account such factors as curricular content, professional staff qualifications and competencies, counseling services, facilities, supportive curricular content areas, instructional materials and learning center provisions, library facilities, laboratories, administration, and geographic location. Such minimum standards would be consistent with those included in the State Master Plan for Vocational-Technical Education Professional Personnel Development.

The standards will have been developed cooperatively by representative vocational-technical education professional personnel development staff and State Division of Vocational Education personnel for the purpose of assuring a uniformly competent and qualified vocational-technical education teacher candidate as well as provide a mechanism for controlled and balanced growth and expansion of such professional programs across the State.

4. All approved vocational-technical education professional personnel development programs within a college or university should submit an annual plan of operation to the Division of Vocational Education which would include a statement of intent of the training as well as the procedures for developing, conducting, and evaluating proposed programs. Continuing approval of such development programs would depend on the annual updating of such a plan.

5. All colleges and universities conducting approved vocational-technical education professional personnel development programs supported in part by State and/or Federal funds, should enter into contract with the State Department of Education regarding the conduct of such programs. These contracts should specifically state program provisions and services to be rendered for the specified dollar amount to be reimbursed. The contracts should relate to baccalaureate and graduate programs only, while separate contracts should be prepared for in-service training activities.
6. Statements of policy should be developed and agreed upon between the Division of Vocational Education and cooperating colleges and universities regarding specific staff duties, responsibilities, and employment provisions as they relate to vocational-technical education professional personnel and supportive staff development programs. A clearly defined, written understanding should be filed regarding such duties, responsibilities, and employment provisions with both the respective program service area within the State Division of Vocational Education and the cooperating professional personnel development agency.
7. Duties and responsibilities of itinerant teacher educators and other professional personnel development staff, working in close relationship with teachers, supervisors and administrators in the field, should focus primarily upon the needs and improvement of such professional personnel. Decisions regarding program administration and supervision as they relate to the State Division of Vocational Education should be the sole responsibility

of each respective program area supervisor, although teacher educators and others could and should be called in occasionally for their counsel on matters directly or indirectly affecting teacher performance.

8. Vocational-technical education professional personnel development programs should submit to periodic self-directed and cooperatively conducted program appraisals involving the State Division of Vocational Education in accordance with appraisal criteria defined and endorsed by the Coordinating Council for Vocational-Technical Education Professional Personnel Development as incorporated in the Master Plan. Such a review would address itself to strong points, areas that need strengthening, and needed changes and/or adjustments in the respective professional program areas.

Appendix E

CRITERIA FOR APPRAISING A STATE PROGRAM OF VOCATIONAL-TECHNICAL EDUCATION PROFESSIONAL PERSONNEL DEVELOPMENT

Appraisal criteria must be applied to the total vocational-technical education professional personnel development program within the State. Such criteria will not only assist in determining the present status of a statewide system for vocational-technical education professional personnel development, but may also provide direction in either the establishment or refinement of the system. Some suggested criteria for the State program include that it:

1. Be based on comprehensive planning.
2. Be coordinated among occupational service areas.
3. Be coordinated with the total State program of vocational education.
4. Provides for supplying the demand for vocational teachers, local directors, local supervisors and guidance personnel.
5. Provides for prospective and in-service vocational teachers to acquire needed competencies in the occupation in which they will be or are teaching.
6. Be accessible to prospective and in-service vocational teachers, local directors, local supervisors, and guidance personnel.
7. Provides for conducting research and implementing research findings.
8. Provides for developing and disseminating instructional materials.
9. Provides for systematic evaluation of vocational-technical education professional personnel development programs.

Appendix F

APPRAISING INSTITUTIONAL/AGENCY PROGRAMS FOR THE DEVELOPMENT OF VOCATIONAL-TECHNICAL EDUCATION PROFESSIONAL PERSONNEL

A statewide system for the development of vocational-technical education professional personnel is comprised of individual institutional/agency components. The statewide system can only be as strong and/or effective as each component which contributes to the ultimate realization of the system's goals. To assure the prevalence of quality institutional/agency programs of vocational-technical education professional personnel development, a concerted effort must be made to appraise such programs in terms of their effectiveness. Some suggested aspects for a comprehensive appraisal of a vocational-technical education professional personnel development program are:

1. Philosophy and objectives
2. Recruitment and selection of students
3. Student counseling and guidance
4. Curriculum
5. Field or laboratory experiences
6. Student evaluation and placement
7. Follow-up of graduates
8. Non-credit in-service education
9. Graduate education
10. Instructional materials
11. Research and development
12. Staff selection and personnel administration
13. Organization and administration of the department.

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ADDENDUM

This addendum was prepared to present a general group consensus regarding the feasibility of the proposed vocational-technical education professional personnel development system. General points of agreement regarding the content of the major paper and suggestions for strengthening the central thesis are also included.

A General Workshop Overview

In the main, the Workshop body supported the concept of a vocational-technical education professional personnel development system. This system, if properly designed and implemented, should bring about more unity and cohesiveness in a statewide vocational-technical education program.

Such a system must be generated from a cooperative effort involving many and varied inputs. It must be based upon philosophically sound and universally accepted principles, and must possess considerable flexibility to adjust to changing times and/or needs.

In addition, a statewide vocational-technical education professional personnel development system must be comprehensive in nature, incorporating within it, and providing for, all professional personnel development dimensions. Such dimensions would not only include instructional staff personnel, but would also address itself to supervisory and administrative personnel, graduate programs, and in-service education components.

The ultimate realization of any systematic approach to developing vocational-technical education professional personnel necessitates change. The initiation of such change, whether it comes from the State or Federal level, must be prompted by some central, authoritative agency and would most logically fall within the jurisdiction of the respective State departments of education and the U.S. Office of Education.

Supportive Elements

The paper to which this addendum relates was generally accepted as a prototype of a State model for vocational-technical education professional personnel development. In identifying common points of agreement among the various discussion groups regarding the model, the following elements were most consistently mentioned:

1. The procedural approach employed in the model design was in logical sequence and "...could be used as a springboard and readily adopted and reconstructed to meet needs in other States."
2. Jurisdictional responsibility for providing the necessary leadership and resources for the design and implementation of a vocational-technical education professional personnel development system should start with the Chief State School Officer.
3. The fundamental principles, which could offer valuable guidance and direction to the development of a statewide vocational-technical education professional personnel development system, in summary form are:
 - a. Convergence of vocational-technical education professional personnel development system planning responsibility is at the state level,
 - b. Planning should occur nearest the point of decision-making,
 - c. Opportunity should be given for external input - public and professional,

- d. Such a system should provide for a research component, and,
- e. A provision must be included which provides for periodic review and evaluation of the process.

Elements Needing Further Refinement/Clarification

Although, in many instances, group discussion relating to this particular paper was somewhat limited due to the length of available time, there were some common concerns raised regarding certain aspects of content. Some of these concerns were:

1. The lack of students and teachers having greater input in the development of the model was apparent. Such input would enhance the model's validity and receptivity on the part of those to whom it applies.
2. The model might alter the autonomy of certain agencies, thereby causing unresolvable problems.
3. Any model must be based upon performance criteria and not on criteria relating to clusters or courses.
4. Any such model must incorporate provisions for preparing professional personnel at the post-secondary level.
5. The design, implementation, and appraisal of any statewide vocational-technical education professional personnel development system must involve representation from business and industry.

Summary

The preceding comments were derived from written group reports as well as comments received by the author of the paper during group discussions. As

the author expressed in his presentation, the prototype model is not flawless and will necessitate further revision and refinement.

Reactions and comments received from the groups relative to specific aspects of the proposed model were timely and astute. Further dialogue with the author may have clarified certain questions raised by the discussants; however, it was observed that the paper was well received by the conference participants as being an initial effort in developing a vocational-technical education professional personnel development system.

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WHAT IS THE PERSONNEL DEVELOPMENT SYSTEM FOR VOCATIONAL AND TECHNICAL EDUCATION?

James D. McComas

Dean, College of Education
The University of Tennessee
Knoxville

There are many hazards in pursuing a theme such as the one we now have before us at this Workshop. While there are fragments in the literature which relate to the development of professional personnel in vocational education, there is none which would seem to provide a unitary overview. The terms themselves provide an opportunity for perceptual and philosophical differences. The word comprehensive suggests an almost unlimited boundary and may be cause for debate, for what one may consider to be a comprehensive program another may consider to be narrow and limited. Personnel could include professionals, para-professionals, clerical and supporting, and student personnel. The word development suggests further growth beyond where one may be at the present time. Development leads toward a goal or goals but once reached does not necessarily mean closure, but indeed may lead to new goals after the achievement of those already specified. System is a word that now has multiple meanings. To the young radical it means that which now exists -- the establishment. To others it suggests something which is visible, has logical consistency, defined goals and objectives, and works in a unitary and harmonious manner toward those goals and objectives. Further, a system suggests some structure or framework which helps to provide outcomes, many of which are predictable.

I. COMMON EXPECTATIONS BUT DIFFERENT PRIORITIES

Agreement could be reached by those involved in and affected by a personnel development system in vocational and technical education

as to common expectations, but the emphasis and priorities would be different, depending upon those viewing the system. The following conclusions about expectations are based on personal observations:

1. Student -- highest priority would be upon the daily satisfaction he or she receives from what is being learned coupled with the anticipated career satisfaction that is perceived.
2. Teacher -- highest priority often centers around student needs and technical competence.
3. Teacher educators -- highest priority often is on curriculum planning, development, and implementation.
4. State vocational supervisors and administrators -- highest priorities are on technical competence and compliance with state plans and Federal law and policy.

This oversimplification of observations of expectations would lead one to conclude that teacher educators are not concerned about technical competence and that State supervisors are not concerned about curriculum planning and development. Such conclusions would be in error. In fact, within the last three or four years we have seen State department personnel assuming more responsibility for program planning and development. Certainly program planning and curriculum development in vocational and technical education are of little use unless the teacher can help teach basic and supplementary skills which are essential for the student to enter gainful employment in an occupation. However, more is needed than the development of basic manipulative skills by the student. For while this part of one's education is

perhaps seemingly most relevant, it is also likely to be the first part of one's education to become obsolete.

In some States there may be a conflict with State supervisors' expectations for priorities regarding technical competence of teachers and how State departments are organized and structured to enhance that competence.

II. THE STATUS OF PERSONNEL SYSTEMS

The status of personnel development systems in vocational and technical education is characterized by fragmentation, discontinuity, and in reality, a frequent lack of comprehensiveness. Some contributing factors to the status of such systems are these:

- A. Vocational and technical education is in transition. State departments have undergone considerable reorganization. Federal legislation has expanded program opportunities, and funding was increased. The U.S. Office of Education also has experienced a number of reorganizations and had a number of Commissioners of Education. Urban problems and high unemployment have emerged and are more pronounced.
- B. Objectives of a comprehensive program for vocational and technical education at the various levels (elementary, secondary, post-secondary, etc.) have not been clearly defined. Take a typical department of vocational education at a university level as an example; its faculty can clearly describe its programs and role, but few departments can be identified that

have determined the specific objectives of a comprehensive departmental program.

There are several vocational education departments which claim to have comprehensive programs. Most of the curriculum inputs for these programs are on a modular or unit basis frequently in a service area linked with other modules of other service areas. Many comprehensive program courses are on a multiple vocational service basis rather than on a skill and principle basis which exploits the relationships with as many vocational services as are appropriate for that principle, skill, or ability. Effective articulation is often missing from current programs.

C. There is a lack of definition of needs at the post-bachelor's level in vocational and technical education. There is a striking similarity of undergraduate programs and curricula in vocational and technical education. However, very little State or national planning has been done to organize master's degree programs. Many of the present master's degree programs may suggest they are designed more for the convenience of the faculty and the university than a focus on priority needs of vocational personnel.

D. Too much (single) dependence has been placed upon undergraduate and graduate vocational education programs to serve as the personnel develop-

ment system. State departments of education may not have found a way to involve business and industry.

- F. There is an absence of joint planning by vocational teacher educations and State vocational education department supervisors and directors.

There is a high degree of interaction and cooperation between these groups. There should be state-wide planning of comprehensive programs to include extensive involvement of these two groups as well as significant others.

- G. Personnel systems often are planned on a short-term and unrelated basis. Long-term planning, with a sufficient time period for planning and development, is needed. Timely, but often unrelated topics and programs are the rule more than the exception. (Short-term efforts generally yield short-term results.)

Dimensions of a personnel development system for vocational and technical education should give consideration to the following:

1. Philosophy, purpose, and nature of vocational and technical education. Frequently something happens to vocational teachers over a span of time. In some cases the gap widens between what they say their philosophical beliefs, attitudes, and values are about vocational and technical education

and their teaching behaviors. A personnel development system should consider the need for a periodic redefinition of the nature, purpose, and philosophy of vocational and technical education.

2. Leadership should be considered a component for personnel at all levels. We practice very little of what we know about the change process and the adoption of new educational practices. Most teachers today are being asked to adopt someone else's curriculum or teaching strategy. Ways must be provided for involving the vocational teacher in curriculum planning and development.

Many state department leaders have been able quickly to reorganize their administrative and supervisory staffs with far more ease than we have at the university level. Much of the reorganization we have been seeing has been accomplished almost by the stroke of the pen and without any systematic personnel development system. The change of one's title often has little change in his or her skills and activities. We expect too much in such cases if we do not provide an opportunity for such individuals to prepare for these new roles.

Much has been written in the administration area about the resolution of conflict. Leadership in vocational and technical education today is faced with the politics of confrontation. It is imperative that vocational teachers, supervisors, and administrators have skill and experience in the resolution of conflict situations. However, what should emerge as a higher level skill, in the dimension of leadership than conflict resolution, is the ability to avoid needless conflict. As we accept more of the responsibility for personnel development systems in vocational and technical education for urban schools, we will experience more conflict. Most of us who are 40 years or older at this Workshop were children of parents who placed a high value on hard work and pulling one's self up by one's own boot straps. While many of us grew up during the depression and may have had some firsthand experiences with poverty, it is very wrong to equate the poverty of the 1930's with the poverty of the 1970's.

Leadership today in vocational and technical education necessitates that one have considerable knowledge about a total program of education.

3. Technical competence and humanization.

Educational leaders who are calling for education to be more humanizing are quickly criticized by those who feel that technical competence is valued less.

One cannot and must not ignore competence in an age of technology and specialization. Surely the creativity and inventiveness which helped us to develop such a vast technology could be focused upon applying technology in a more humanizing way. Competence and technology are not to be feared for what they can do to man; for it is not what machines can do to man but rather what man does to man through the use or abuse of technology that becomes the issue. I do not know of anyone in vocational and technical education who would want to lead a campaign to stamp out competence! Certainly any personnel development system in vocational and technical education should include some focus on competencies needed, but these should go beyond physical and manipulative skills. For most personnel in vocational, elementary, secondary, and post-secondary education programs competence is assumed. Many are saying that even if a student is highly skilled and knowledgeable

about a specialized field, we must expect more than this from the educational process and from those who are products of that educational process.

4. Values and career development. We have just touched on values. Rokeach has indicated that when those values which are most central change, then a greater number of other values are likely to change.¹ Vocational and technical education has not found effective ways to cope with the changed values and attitudes toward the world of work, especially the hard work ethic.

A university chancellor recently stated that we are over educating our population. He felt that a high school education, and in some cases limited post-secondary education, was sufficient to effectively perform in many of the positions which now are demanding a college education. (Many may hold such positions not necessarily in support of vocational and technical education but in support of elitism in education.) We know too little about career value formation and how it can be modified. Counselor

¹Milton Rokeach, Beliefs, Attitudes and Values (San Francisco: Jossey-Bass, Inc., 1970).

education was recently criticized for its failure to help individuals make career choices -- at least it was given little credit by those counseled as to impact upon career choices.

Any personnel development system in vocational and technical education should focus upon career development theory and orientation. Attitudes and values about the nature of the world of work and systems of analysis and classification should be considered. Some plan for involvement of parents should be included in the educational process and especially in career choices. How many guidance programs do you know where there is a comprehensive strategy to involve parents in working with their children, the guidance counselor, and the teacher in studying and identifying career choices? The more parents know about career development and career opportunities available to their children, the more help they should be able to provide teachers and counselors in assisting students to make career choices.

It is paradoxical that there now is greater support and encouragement for vocational and technical education than in the last

two decades. Yet, the attitude still prevails in many quarters that vocational and technical education is good for everyone else's children. Individual values and prejudices have probably something to do with this. Schools and their teachers, including vocational teachers, have often expected too little from the poor:

So pervasive is the measure of negative feeling toward low income families in our culture that it would be strange if such prejudice did not serve to lower the classroom expectations of many inner-city teachers For example, Becker found that the amount of work and effort teachers require varies inversely from the student's social class. (The least being expected from the poor.)²

Strom cites Rosenthal's experimentation with the self-fulfilling prophecy. He secured two groups of psychology students to teach laboratory rats to run a maze. One group was told the rats were "maze dull." The other group was told their rats were "maze bright." Throughout the testing period, the group who was told that their rats were "maze bright" obtained significantly better results than did the other group.

²Robert D. Strom, The Urban Teacher: Selection, Training and Supervision (Columbus: C.E. Merrill and Co., 1971). p. 2.

Personnel development systems in vocational and technical education must focus on individual, political, economic, and social values. Many find it difficult to understand the hostility and militancy of the black. Well educated professional people who live in the same area were amazed that a black found it difficult or nearly impossible to buy a home in this area. First, only a couple of realtors would willingly show homes to blacks; secondly, the black would likely have to settle for a higher discount rate for his loan and third, he would find it difficult to secure a loan. Finally, he might even find the house that had been advertised as sold or removed from the market.

Have you ever stopped to question how well vocational and technical education would fare with revenue sharing and decategorization of funds; or how well would it fare if all funds were dispersed under elementary and secondary education? Such changes certainly have political and educational implications and I am not sure that vocational educators are prepared to cope with them.

Cost analysis of vocational programs and systems for making comparisons within education

is an economic factor which will get more and more attention. What are we getting for our money? How will the personnel development system help to answer this and related questions?

5. Alternative curricula and programs. A personnel development system in vocational and technical education should have as one of its primary aims the development of an understanding of a comprehensive program and alternate curricula and programs. It should be stressed that all vocational education personnel should have some idea as to where and how a vocational education program fits into a total program of education.

Personnel development systems at the State level should seek to develop some definitions which everyone can understand and use. In my State there is some disagreement between community colleges and technical institutes as to what constitutes technical education. Certainly the need for experience and expertise in planning should have been implied as we considered leadership earlier. Planning and finance are interwoven, and it is important that they be concomitant considerations.

6. System should seek input from those being "developed." Greater skill and expertise are needed in securing input from personnel as to what their technical and professional needs are. The old approach of making an educational diagnosis and presenting a prescription in the absence of the person for whom it is prescribed just won't work very well.

A personnel development system in vocational and technical education should afford an opportunity for vocational education supervisors, administrators, and teacher educators to gain expertise in helping others in problem identification and the setting of priorities. There is considerable doubt that in-service education efforts will be successful unless those "being developed" have some part in providing input and have some control over the direction they are going.

7. Institutional relationships. A few years ago it was not uncommon for State vocational education supervisory and administrative personnel to lock themselves in their offices and, in a somewhat secretive approach, develop a State plan, secure its adoption, and then announce its contents somewhat on the same plane as Mosaic law! Other agencies,

i.e., teacher education, local schools, community colleges, etc., would have their plans somewhat circumscribed. Fortunately, there have been many positive changes made in recent years. While there are good working relationships between and among most vocational education personnel in most States, there seem to be very few models for statewide planning in vocational and technical education. What is needed in the way of leadership by the U.S. Office of Education is not a single plan, but some promising alternatives.

Related to statewide planning is program articulation. We are naive if we assume that all vocational and technical education is taking place in public schools and institutions of higher education. We have multiple systems which have developed and some which may develop in the future. A personnel development system must include some approaches which will help Federal and State vocational and technical education leaders to coordinate and articulate all programs toward common goals and objectives.

Finally, and perhaps most important of all these considerations, we must ask ourselves why we need a personnel development system. Such a system must have a direct relationship with the students to be served and the programs they are pursuing. Unless the changes of behavior of professionals in vocational and technical education have direct or indirect influence in changing student behavior, the system should be challenged.

ADDENDUM

The following is a brief summary based upon visits with and secretarial reports from discussion groups at the Workshop.

At least two groups indicated some disagreement that a system should have some outcomes which could be specified in advance, as proposed in the paper. However, there was strong agreement that objectives of a comprehensive program for vocational and technical education have not been identified. The point was made that this step would be antecedent to the development of an appropriate professional personnel development system.

It was apparent that many participants made the point that in addition to vocational educators being informed about a total program of education, it would be incumbent that general educators, especially administrators, be exposed to programs of preparation which include a focus on vocational and technical education.

One group was concerned with whether we were discussing a system or perhaps a linear sequence of programs. The same group exhibited a concern about who should assume leadership for developing a plan and felt that this role could not be assumed by the Federal government. An appropriate Federal leadership role suggested, in the paper, was that of helping to provide resources and opportunities so that a number of alternatives could be provided.

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IDENTIFICATION, DEVELOPMENT, AND IMPLEMENTATION OF
ELEMENTS IN EFFECTIVE COMPREHENSIVE PERSONNEL
DEVELOPMENT SYSTEMS

F. Don James

President, Central Connecticut State
College, New Britain, Connecticut

Introduction

It is indeed a pleasure to present this paper at this First National Workshop on Comprehensive Vocational Education Personnel Development and Utilization. I had the privilege of joining with a planning group for the Workshop some months ago. My initial question to Miss Mary V. Marks and Dr. Bruce I. Blackstone, at whose invitation I came to Washington for the planning meeting, was what a college president, who is only administratively related to the vocational education programs at his college, could contribute to the planning of the Workshop. Both had a very ready and meaningful answer. They indicated that while the rest of the persons at the planning meeting were involved in vocational education, I would represent the viewpoint of administration. Administration can either support or fail to support the efforts of those in vocational education. I agreed that they were right in wanting to include such a perspective and hence used the same rationale when I was invited to prepare and present a position paper for the Workshop. I stress at the outset that I am not in vocational education and have never been directly involved in the programs in this field. However, I am directly involved in the administration of vocational education because of my responsibilities as president of a State college. Not only is vocational education a very important part of our academic program but also it is a very important academic and vocational service that we render as a State college.

Thus, I welcome the opportunity to discuss the elements of a comprehensive personnel development system as such a system pertains to vocational education personnel development and utilization. I trust that my observations and remarks will be appropriate to other areas because a comprehensive personnel development and utilization system should apply to our endeavors to educate our students and prepare them to meet existing societal needs.

I. IDENTIFICATION

A. Elements in a System

I. Philosophical Elements

I recognize that as we consider a personnel system, our first tendency may be our concern for organization. However, since personnel make up an organization, I cannot move ahead to an exploration of the organizational elements of such a system until I have mentioned, briefly, my deep concern for the philosophical elements that must be present in any system.

Why a system? Our modern day world stresses system, utilization, and productivity. I believe very firmly in the importance of these ideals. On occasion the reasons for a system itself are obscured. ~~First,~~ the reasons or philosophical elements of such a system will be examined.

- a. Persons. Foremost in the *raison d'etre* for a system of personnel development is, as the name implies, the development of persons.

The identification, education, and utilization of persons is the prime goal of such a system. The identification of the talents of persons, the development of those talents, and then the effective utilization of the talented persons are certainly the desired ends of this system about which we are speaking. Those programs or organizational structures that ignore this basic truth are on the wrong track. Inherent within our colleges and universities, high schools or our educational institutions is the fact that each of us, whether we are teacher, administrator, staff member or whatever, exists for the purpose of creating the best environment and programs for educating persons. When bureaucratic red tape and policies get in the way of that goal, then I feel it is about time that they change.

- b. Needs of business and industry and society in general. The training of individuals without regard to the needs of business and society makes little sense. Witness our current problem in placing many of our students and graduates this year, especially in some areas. At my college in Connecticut, and this story is repeated throughout the country,

we have found that many of our graduates, especially those in teacher education, are still looking for positions, whereas two years ago most graduates had a choice of one out of three or four different positions. I believe this condition is but temporary, yet it is certainly something that any system of personnel development utilization must take into account.

We find certain areas of society grossly understaffed and, historically, have been understaffed for years. While I certainly do not agree with forcing young people into a particular profession just because the need is there, I believe very firmly that any personnel system must fully recognize and inform the students of the needs or lack of needs by society and business as they embark on and pursue their educational programs.

- c. Aims of system. Perhaps this is a combination of a, and b, but a restatement is essential in defining the philosophical elements of a system. We must always keep before us the aims of the system, in other words, why a system? While organization for organization's sake may be interesting on paper, it consumes time and energy in its promulgation and development. I can only defend and support a

personnel development system when the aims of the system have been established and then the system is built to carry out those aims. What is the aim of the personnel system today? As previously stated, it is to create the environment and opportunity for the development of persons in conjunction with the needs for those skills and talents within society itself.

2. Organizational Elements

As we define the organizational elements of this system we have to include those related directly or indirectly to the aims and goals of the system. It includes a complex network of organizations, but the complex society in which we live rarely allows a simple answer or a simple organizational pattern to accomplish a stated purpose. There are four primary areas involved as organizational elements of the personnel system for vocational education.

- a. Educational institutions. Even though some of these are obvious, I feel it essential to review just which educational institutions are a part of our personnel system. We can start with the elementary school, limited though the vocational education opportunities may be at that level. Its importance is emphasized not just in professional but in

personal terms. One of my sons is in the first grade and the other in the third. Although they are learning reading, writing and arithmetic, they are also beginning to learn limited vocational concepts and skills. At the junior high school or middle school level we find full blown vocational education programs in effect. Perhaps this is one of the most important stepping stones to channel youngsters into vocational education programs at a higher level. In my generation the first real exposure to vocational education came at the junior high school level. As we move ahead to the high school level, we begin to see divisions into the various programs of college preparatory, business, general education, and vocational education. In Connecticut, the vocational high schools are doing a superb job of taking high school youngsters, with particular talents and desires in the vocational area, and providing them training at that level. Moving beyond the high school level, we find the elements in our system include many areas of college, university, technical college, and community college experiences. Again, in my State, there are four technical colleges that are serving a vital need in the

total vocational education program. At my college, which is a State college, we have a very strong and viable vocational education program through the fourth year level. Though the colleges and universities throughout our fifty States differ a great deal, these institutions provide the professional component of the development of our vocational education personnel. Thus, the educational institutions provide the programs and the personnel for the training of those moving ahead into vocational education in all phases.

- b. Agencies - departments - boards. The State agencies, departments, boards, etc. are not only essential but also very influential members of the personnel development system. Most State departments of education not only are involved with the entire range of public secondary and elementary school experiences, but also in some States are very much involved in higher education. Again, using my State as an example, the technical colleges as well as the vocational high schools are directly under the State Department of Education. Boards of trustees set policies for colleges and universities

and thus are an integral part of the system. Other agencies include State coordinating agencies. These bear any number of names from commissions to Boards of Regents to Boards of Control, etc., but in all cases they are vehicles to expedite the coordination of programs across institutional lines.

Beyond the State level there are many Federal agencies that are parts of our system. Some of the Federal agencies have direct involvement, others indirect. Many influence strongly the effectiveness of the system of personnel development and utilization and even the direction of the system itself.

- c. Funding sources. Money may be the root of all evil, as the old saying goes, but we also hasten to affirm that money is that which allows us to carry out the programs we promulgate. Thus, I could not help but include, as an integral part of the organizational elements of any personnel development system, a separate category involving the funding sources. These funding sources range all the way from the local community (in the case of the public secondary and

elementary schools) to the State legislatures for institutions of public higher education. The Federal agencies support many aspects of higher, secondary, and elementary education. The involvement of these funding sources can strengthen or weaken, continue or alter, support or tear down the personnel development system in effect. An integral part of the personnel development system includes, therefore, the funding sources for its implementation.

- d. Business and industry. With direct involvement through in-service training programs and indirect involvement in receiving the product of the system, business and industry share an essential part of a comprehensive vocational education personnel development system. Their ability to assist in the training and educational programs and their needs and desires for the personnel output must be brought into clear focus as a vital input to the structure of the system.

Now looking at these various organizational elements I would include one other element, specifically, some kind of organized plan. This plan is a focal point of

this paper. We may call this the State plan, a system plan, or by whatever name seems applicable. In any case, this plan should provide meaning to all of the organizational elements that fit into the system. Such a plan must be far more than the brainchild of one agency or one administrator, it must be a collective response and agreement on the part of the various members of the system.

B.

Inter-relationships Between Elements

Hopefully, the State plan should be the key to inter-relationships between the elements of the system. The State plan should be a blue print for the working relationships in order for the system to move forward as a whole and not in isolated spurts from one element to the next. The State plan must be concerned with several areas of inter-relationships.

1. Institutional Inter-relationships

There are any number of institutional involvements that are essential. The involvements proceed vertically from elementary to secondary to higher education and horizontally within secondary and higher education. For a vocational and a regional high school to be completely uncoordinated and unconnected makes no sense if we are concerned

about a comprehensive system. For a technical college to be completely unrelated to a State college, where both have vocational education programs, makes equally little sense. Yet, in how many of our states do we have a plan that has solved these inter-institutional relationships to the point that a comprehensive system, rather than a series of separate systems, for personnel development exists?

2. Educational Inter-relationships

Along with institutional inter-relationships, the educational inter-relationships are vitally important. The articulation between the various programs and academic institutions must be clear and complete if we are to consider a comprehensive development system. Currently, articulation is not only unclear but also quite often nonexistent.

As an example of this need, one of the major points of educational articulation, that concerns us presently, is between the community college and the four-year college or university. With the transfer programs that are available, a lack of articulation, between these two elements of the educational world, works a tremendous disservice to the student. The same is true within the area of vocational education.

I cite a positive example, giving full credit to my colleagues at my institution, in that our four-year

vocational education program is very clearly articulated with the two-year technical college programs in the State. This is of vital importance since you will find that many of the technical college graduates coming into our four-year program move smoothly and consistently toward their baccalaureate degree.

With the mobility of the student population and the greater variety of opportunities available through such mobility, the inter-relationships between curricular programs must be carefully considered and constructed.

3. Local-State-Federal Inter-relationships

Because of the input from the local, State, and Federal levels a careful network of inter-relationships must exist, in any comprehensive personnel system for the development and utilization of persons and opportunities. We all have seen the examples where the local level moves in one direction, the State in another, and the Federal in still another. Since we are still trying to produce a coherent and cohesive product as the end result of our system, articulation between the local, State, and Federal levels must be an important part of the system.

4. Political Inter-relationships

Previously, reference was made to the agency and administrative relationships that exist at the

local, State, and Federal levels. The political relationships involved at these levels were not included. However, the inter-relationships within the political scene are vital to the development of a comprehensive system. State legislatures not only fund but also quite often mandate particular programs. Funding and mandating of particular programs also come from the Federal level. The political inter-relationships with the institutions and with the goals of the system are thus vital. How often do we see a comprehensive system developed and a comprehensive plan put into operation, only to find that bits of legislation, for political reasons and especially in favor of a few local constituents, run completely awry of such plans? As an example, in Connecticut the community college system has carefully worked out a plan for the development of present and the siting of future community colleges. In our last General Assembly session, two new community colleges were mandated, both of which ran counter to the established plans of the Community Board itself. Obviously, this is not an isolated case.

In my State, we were very fortunate in having our Governor, as well as the political leaders, recognize the strong need for vocational education programs. He placed within the budget recommendations for particular positions in our vocational

education programs at our college, apart and above from any other faculty positions that we might have received.

An analogy of the inter-relationships, as just discussed, and their importance can be made to a chess game. Each piece in the chess set has a different role to play, but as a good chess player knows, it is the knowledgeable manipulation of the inter-relationships of all the pieces that wins the game.

For a moment, I will digress from discussion of the necessary inter-relationships to identify the principles governing these inter-relationships that are essential to the system. These principles can be grouped under three "Cs".

Coherence. The various elements of the system must have coherence in their goals and purposes if the system is to succeed. With one element pulling here, another pulling there, another moving in one direction while still another element moves in another, the system soon falls to pieces, indeed, if there was any system at the outset. Coherence is an essential principle of a comprehensive system if it is to succeed.

Cohesiveness. This means basically the same as coherence, according to Webster's

Dictionary, and yet I want to mention this as a second "C" on the list of three C's for principles of inter-relationships. Cohesiveness also can be defined as causing to cohere, and thus, I would further identify this principle as the force that creates and maintains coherence in the system. Basically different elements of the system can be of like nature but that in itself does not create the force that causes them to stick together in their purposes and endeavors.

Cooperation. The third "C" emphasizes the other two, namely, that any comprehensive system that has merit has all of its elements cooperating internally. As we all know, cooperation sounds like a simple concept but it is, perhaps, one of the very difficult to put into actual practice. Of course, it goes without saying, that cooperation must be more than just verbal consent that can be reached around a conference table only to go no further.

There is a fourth "C" that I mention with some trepidation. That fourth "C" is control. This is a word many persons do not like and yet it is something we have to live with if anything is to be accomplished. I find myself often amused when I hear the comments

of those who rally against the establishment and authority, and carry forth the slogan, "no one can control my destiny." This might be nice to think about, though I admit it is not the kind of a world in which I want to live. I treasure the security that comes from leadership's control of things that helps provide a better way of life. I am comforted by the facts that I have law enforcement to protect my rights and government control and expenditure to grant me some of the privileges and opportunities that I have. So I do not use the word control in perhaps the same vein that some persons in our society use it.

I introduce the concept of control despite the fact that fine though mutual cooperation is, the freedom of elements within the system to cooperate or not can make or break the system. How much control and what kind of control are questions that must be answered for a system to work effectively.

C. Complexity of System

A comprehensive system such as that we are considering is extremely complex in every way. One cannot involve educational institutions, local, State, and Federal agencies, political and governmental bodies, and business and industrial organizations without having a very complex system and set of working relationships. As stated earlier, it is not the complexity that concerns me as much as allowing that complexity to so overwhelm us that we no longer can see the system,

its goals, or aims. Such overwhelming complexity, because of its sheer weight, can also bog down the entire system and bring it to a standstill. What we need to learn to do is to find a simple route through a complex maze. Although the complexity of the maze is essential, it does not preclude the fact that a simple route may be found through it.

Complexity also is a fact of our system in that an over-simplification would destroy not only some of the elements of the system, but also some of the essential inputs for its workability. It would be nice if we, in education, could exist apart from politics. Although I maintain that I, as a college president, must be non-political, I fully recognize that many of my actions have strong political implications. It also would be nice for us not to have any worries or concerns about funding sources and merely be responsible for going about our own business. We all recognize that particular action as being worse than hiding our head in the sand and trusting someone to come along to bail us out. It would be nice if we could do everything on the local level with local control and not have those bureaucrats in the State house or in Washington getting involved. But, that would be saying we can solve all our problems at the local level without any other assistance. It obviously further implies that those people at the State and Federal level have never been at the local level, which we know is usually not the case.

In any event, we know that we cannot exist in isolated pockets in unrelated endeavors. A comprehensive personnel development and utilization system is complex by

virtue of its very nature and by virtue of the wide scope of its involvements and concerns.

II. DEVELOPMENT

A. How to Determine the Elements in the System

Earlier in this paper reference was made to the organizational elements of the comprehensive system which included four areas: educational institutions, agencies and departments, funding sources, and business and industry. It seems appropriate to take such organizational elements of the system in general, and then apply them to the specifics of a particular situation. Let me use my State again as an example.

In Connecticut we have many public schools, from elementary through high school, that offer elements of vocational education programs, if not full-blown programs. We also have a series of vocational high schools that include specific vocational education programs as terminal high school programs. These high schools are producing excellent young men and women for the various occupational fields.

We also have four technical colleges in the State that have both terminal and transfer programs in the vocational education field. Many of the students going to these technical colleges move immediately into their chosen field after finishing the two-year program, while many others move into the State colleges, universities or in many instances into engineering

programs that carry them through the fourth year and even the graduate levels. We also have vocational education programs in our colleges and universities.

Specifically, we have a State Department of Education which maintains jurisdiction over the vocational high schools and the technical colleges and we have separate boards of trustees for the State colleges, the community colleges and the State university. All of these boards have liaison with the Commissioner for Higher Education, which is the coordinating agency for all of higher education in the State. Thus, these are specific educational and agency elements within the personnel system that exist in the State.

Further, we have the several funding sources, namely, the local communities, the State of Connecticut through its General Assembly, and, of course, the Federal funding sources that enable us to develop personnel in the vocational education field. All of these elements could be identified by name and by function and must be if we are to build an effective system. Such elements of a system not only can be determined but also easily charted as indicated later in this paper. The included chart introduces only the general elements of the system, but individual names of institutions, agencies and groups could be easily inserted.

B. Strengthening Existing Elements or Inter-relationships.

Obviously, in any comprehensive system or in any State in the process of developing such a system, there are already many elements existing. The first step in the development of a comprehensive personnel development system is to

strengthen the existing elements and the inter-relationships. Several ways in which these can be strengthened are suggested.

1. Regionalization of Effort

In many areas, regionalization of school systems is the answer to providing opportunity in vocational education for all students who so desire. We all know the problems of the local school system in rural areas, especially where there is neither money nor talent to develop particular programs or to provide the essential quality education. The same thing is true, of course, with the inner cities as the people of greater affluence move out into the suburbs and leave the core of the inner city with severe financial difficulties. Regionalization also provides for a greater utilization of expensive equipment and instruction.

There are many problems and many controversies concerning regionalization vs. localization. Although this paper does not cover those controversies, I would suggest strongly that regionalization of schools is one way of effecting great strengthening of some of the elements of the system.

2. Simplify Lines of Control

As I sketched a chart of lines of control and inter-relationships within the State of Connecticut, there evolved a maze of lines and boxes that seemed to

resemble a patchwork quilt more than it did a neat jigsaw puzzle. Such a patchwork quilt might look very attractive and diversified on paper, but it does not produce the complete picture of the jigsaw puzzle when all the pieces are fitted together. Or putting it in other terms, when there are too many fingers stirring the pot, it sometimes boils over. Too many areas of control with no one particular person or agency with authority quite often limits the system rather than strengthening it.

I suggest particular simplifications of lines of control that are essential in many States.

Specific examples would include first the simplification of governing structures. I do not have the answer on this type of simplification. All 50 States are striving for answers to simplify the governing structures of institutions and systems. Connecticut, in 1965, felt that the answer was to establish a Commission for Higher Education to coordinate all public higher education. Rhode Island, in 1968, felt that the answer was to establish a Board of Regents over all education from elementary right through the Ph. D. level. Other States have found other answers. I am firmly convinced that there can be a simplification of some of the governing structures with which we are faced and that the effectiveness of the personnel

system which is the subject of this Workshop will be enhanced by such simplification. At one time or another, we may feel that we are reporting to many masters and are wearing many hats. Maybe that's all right as long as we can keep the separate parts distinct and still working together.

I do not necessarily mean the reduction of the number of governing structures, but a simplification of the relationships between them. Articulation is as essential between elements of the governing structure as between elements of the educational programs.

Another aspect of the simplification of lines of control involves the whole concept of centralization vs. decentralization. This is one of the major questions in the governance of higher education in the 50 States. How strong should the central governing body or bodies be, and how much autonomy should rest with the individual institutions? The range for higher education runs all the way from strong centralization of the States of New York and California to a complete lack of centralization as in some other States. Obviously, no one answer is perfect for all States. However, there are certain principles that are applicable as the basis for any system.

They include the concept of the centralization of policy-making and the decentralization of administration. My college is an example. The Office of the President, the top administrators, as well as the elected Faculty Senate is the centralization of the policy-making arm of the institution. Within the given policy, the administration of that policy should be decentralized as much as possible. There are many decisions that should and must be made by the Vice President for Academic Affairs that should never involve the President. There are many decisions and responsibilities that should be carried out by the Academic Dean that should never involve the Academic Vice President, and so on. The examples could apply outside of the institutions as well. Boards of trustees should set policies but should not administer. Branches of State government should set policy and parameters but should not administer. All of us could give examples where top State officials are involved in the approval of very minor expenditures or examples where presidents of institutions are involved in matters of "administrivia." To develop a meaningful comprehensive personnel development utilization system the principles of centralization of policy and decentralization of administration not only can apply, but should apply.

3. Simplify Lines of Funding

This may be an unpopular concept to set forth perhaps because we play the game, at one time or another, of going to various sources of funding to get the amount of funds we feel is essential to carry out our program. It is often the combination of the local, State, and Federal funds that enables us to get the job done. However, for a meaningful comprehensive system, the lines of funding have to be simplified if we are to be able to carry out policy decisions, not only in vocational education, but also in other areas. As a college president, I face this condition in finding that many lines of funding coming into the institution from many sources alter, to some extent, the direction and the thrust of the institution, without such alterations actually being policy decisions. Also cited is the problem that has existed in Federal funding of individual grants in major universities throughout the nation which have resulted in the alteration of emphasis and programs within those institutions.

On the other hand, it is because of these separate fundings that some of our major programs in institutions have blossomed in short order. Thus, while I do not suggest in any measure a cutting-off of various funding sources, I do advocate a simplification or perhaps a better coordination of the lines of funding.

4. Strengthen Ties Between Education and Industry

Perhaps education has for too long existed in the "ivory tower" stage, a stage which has disappeared very rapidly over the past several decades, much to the benefit of higher education. In any case, education has too often either ignored or little developed its relationship to the world outside of the campus. We are learning very rapidly, in these troubled days, the importance of education within the whole realm of society with its major problems of race, poverty, and crime. We are affecting tremendous lines of contact and support in these areas. We have also for some years, in the vocational education area, maintained lines of communication with the world of industry. However, if we are to strengthen the existing inter-relationships, this communication is one of the vital areas that itself needs further strengthening. Further strengthening of these inter-relationships would provide a far more effective comprehensive personnel development system.

Last fall, the Division of Technology at our college was in the process of completing a new program in Industrial Technology. This program was designed primarily to prepare young men and women for middle management positions in business and industry. The Division called a general meeting to which were invited leaders in business and industry

throughout the greater Hartford region, which is the area that we serve. A most fruitful discussion and input from these men to our own faculty resulted. From this meeting, we are convinced that the program is much stronger because of this liaison. Further, we have not only their input but also their interest in the program, and as a result, the ties that have been established will bear much fruit for the college, our students, and for the men in business and industry.

5. "Status" Improvement

I cannot leave this topic of strengthening existing inter-relationships of elements without reference to an area that affects not just vocational education, but many other areas of our educational world. Somehow we must alter or eliminate the status symbols within our society and within our educational institutions. All of you who are vocational educators have consistently run across this, I am sure, where certain areas within your educational institution seem to be prestigious and "pure", versus others that are supposedly of lesser value and "practical." I have sat through many faculty senate meetings at several institutions where the battle between the practical and the theoretical, or the vocational or professional and the liberal arts, has broken out. Thus, with such differences of opinion within our

faculty, it is no wonder that the differences of opinion range throughout society as a whole. What we need to do in our American society is dignify more the product of one's hand and one's talent. The products should be of importance equivalent with the product of one's mind. After all, almost all of our areas of endeavor are a superb combination of both, for one who has skills with his hands can best use them when he has development of his mind, and vice versa.

III. IMPLEMENTATION - HOW TO IMPROVE OR ESTABLISH A COMPREHENSIVE PERSONNEL DEVELOPMENT SYSTEM

I suggest the following steps in establishing a comprehensive personnel development system. While these steps are general in nature, there is an obvious implication for vocational education personnel development, or for that matter, any other area of personnel development.

A. Identify Aims and Goals of the System

As stated earlier in this paper, the immediate base for the establishment of any system must be the identification, and clear identification, of the aims and goals of the system.

Again, I use my college as an example:

Several years ago we faced tremendous growth in both student numbers and in the complexity of the institution due to the development of many new programs and new educational areas. We felt a complete reorganization was essential

for us to accomplish our goals. Immediately, we began on what I have listed here as the first step: the identification of the goals of the institutions. In the case of Central, we evolved from the Normal School background to the Teacher's College and into a multi-purpose institution. Over the years and through this growth we have changed from solely a teacher education institution into one which has perhaps 70 percent of its students in teacher education, and 30 percent in Liberal Arts and Business. Large numbers of students are entering our new Industrial Technology Program. Thus, in looking at the reorganization and to develop a comprehensive system for the college, we set as our aim the continuing strong emphasis on teacher education and the preservation of those areas within our organization that preserve these strengths. We were fully aware of the growing area of Liberal Arts and the requisite departmentalization and department majors. We also recognized that the growth of our business area would evolve, eventually, into a separate School of Business. The same situation applies to Industrial Technology Programs. Eventually this program will develop into a separate School of Technology. Thus, our aims included the kind of a system that allowed for these changes to take place naturally, without another revamping of the system itself, and allowed for the narrower interest of the specific department without detracting from the broader interests of other departments. Accordingly we now have a structure with groupings of related departments in divisions and groupings of divisions into separate schools. For example, we have five different departments in the Division

of Social Sciences. The several departments can promulgate their specific majors in the Liberal Arts programs but the divisional structure preserves the broader spectrum of the Social Sciences for the teacher education programs. The same applies to our Division of Technology, which includes the separate departments of Vocational Education, Industrial Education, and will eventually include Industrial Technology.

B. Identify Sources of Training

A clear identification of the various sources of training is the next practical step for establishing a comprehensive personnel development system. This identification must include not only existing training sources, but also those that should be. Inclusion of the elementary, junior high or middle, senior high and vocational high schools, college and university, technical college and graduate school programs are a part of the sources of training within a personnel development system. These sources of training will vary from state to state and will assume many combinations.

C. Identify Departments, Agencies and Boards Involved in the Policy Decisions

These various groups will include local school boards at the community level, State boards of education, boards of trustees over institutions of higher education, coordinating commissions or boards, boards of regents, etc. These form the policy-making bodies affecting the institutions providing the educational media for the system.

D. Identify Sources of Funding

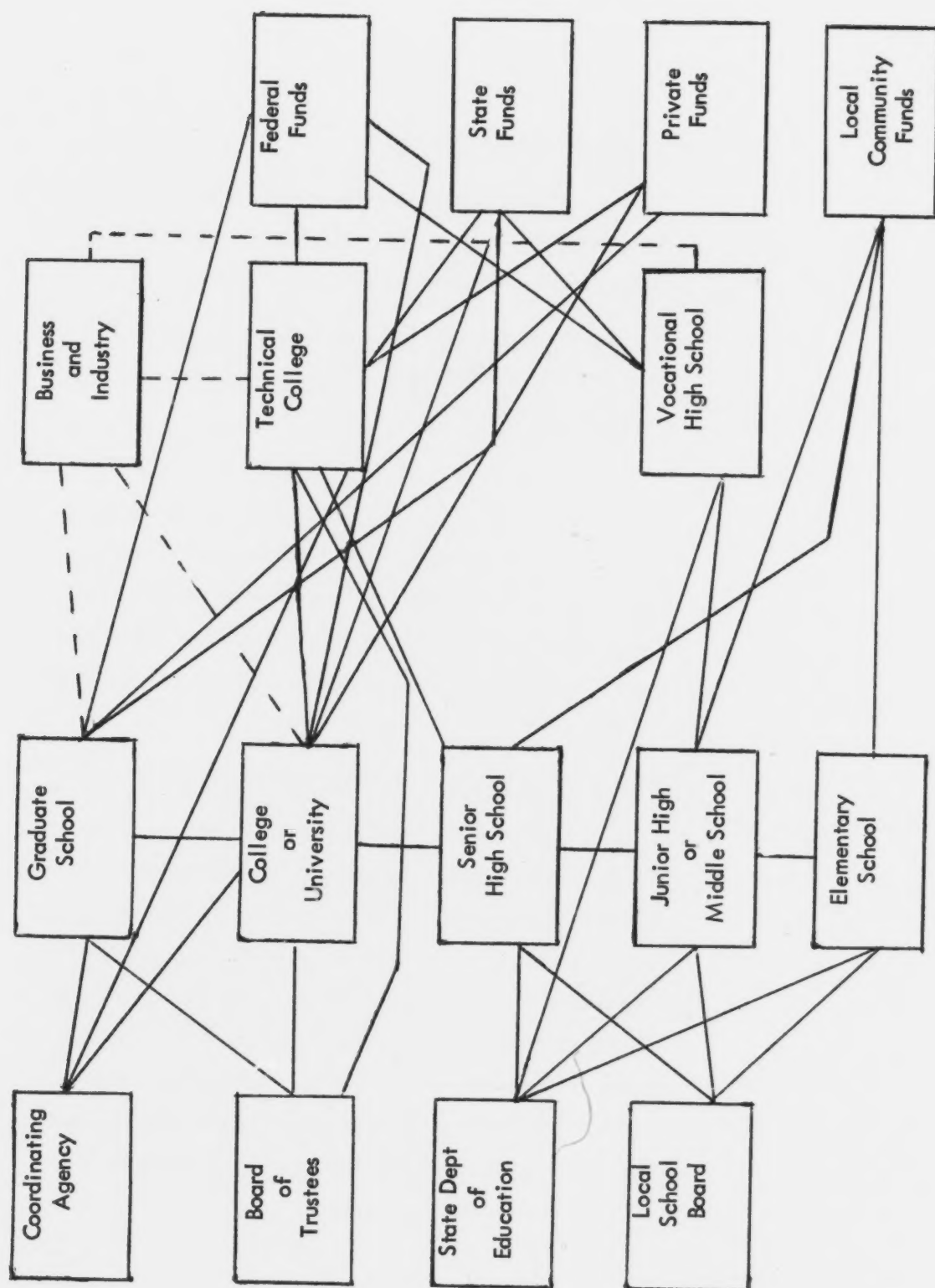
These sources include funding obtained from the local community, State, Federal, and private funding from various areas, including business and industry.

E. Identify the Segments of Business and Industry that are Both Directly and Indirectly Related to the Personnel Development System

The relationship with business and industry is, of course, two-fold. Business and industry provide the in-service training opportunities for vocational education as well as being the recipients of the products turned out by vocational education programs. The value and necessity of business and industry involvement in such a system is a very obvious one.

F. Establish the Lines of Inter-relationship of All of the Above

This becomes one of the very difficult aspects of the development of a comprehensive personnel development system. A relatively easy task is to identify the various elements of the system; the very difficult task is to establish the proper inter-relationships so that the system has coherence and effectiveness. As noted earlier, a chart of all of the elements of the system with the lines connecting the various elements becomes a most fascinating array of lines and squares. How these various elements work together is obviously the secret of the success of the system.



I strongly suggest that in vocational education one of the means of establishing the kinds of essential interrelationships would be the formation of a vocational education policy board for a State. This policy board should be made up of persons from the various elements within the system. Its primary aim should be the setting of the goals of the system, the setting of the policies on how to meet those goals, and the encouragement and actual activity in the providing of the funds for the various elements of the system.

Such a policy board or similar structure exists in some States. In many it does not. It is only by the informal discussion and coordination among the various elements that any sense of a system can exist.

G. Management of the System

Once again we come to the problem of control. Perhaps the easiest way to make a system work is to have a system of complete control so that various elements of the system do not have the opportunity to stray out of the straight and narrow and thus upset the workings of the system itself. However, as we know, such controls not only cannot exist, but also should not exist in the kind of a system about which we are concerned. When you engage all of the elements in a system as complex as this, elements that represent so many different areas and segments, there can be no one line of control. There will be many lines of control. Sometimes these lines conflict and such conflicts must be resolved.

As far as the management of the system is concerned, management must not be by control but by persuasion. I have

always maintained that the most effective administrator in a college or university today is one who is the most able persuader. The president of a college should not dictate to his faculty nor to his students what they should do, nor does the president of a college dictate policy and procedures for the operation of his institution. Rather, he attempts to provide leadership through persuasion by working with the faculty, students, and fellow administrators as well as with the external forces such as the board of trustees, the State legislature and the general public. In the referenced system management by persuasion is essential.

A policy board could operate by this principle of management by persuasion. Obviously, there will be elements of control in the matters of funding, the educational policies of institutions, etc. Persuasion, however, will be the most viable element in maintaining coherence of a system.

IV. PRINCIPLES OF A COMPREHENSIVE PERSONNEL DEVELOPMENT SYSTEM

The purpose for the establishment of any system is to facilitate and strengthen the program, the input, and the output with the greatest efficiency and utilization of resources and personnel. Thus, any system to accomplish these ends must be based on certain principles. I suggest four principles which are essential for a comprehensive personnel development system.

A. Flexibility

In popular terminology, a system must have "give and take." A system with built-in rigidities may work for the moment, but I cannot conceive that it can be lastingly effective or efficient. Carefully worked-out procedures and inter-relationships between elements of a system, under given conditions may be highly impressive and workable at one time and under a particular set of circumstances. However, time and circumstances change and change rapidly, especially today. What may have been effective yesterday, may be completely ineffective today, and what may be an expediter today may be a stumbling block tomorrow.

Two examples of this condition that are familiar to us would include the policies and procedures of a particular institution that were adopted. They may have been most acceptable and workable when that institution was simple in its organization and small in size. Those same policies and procedures may become totally ineffective as the institution becomes multi-purpose and grows in size and complexity. A reading of catalogs and policy handbooks of institutions, such as the one I represent, that have so greatly changed in size and scope over the past several years reveals the kind of required flexibility. Another example consists of the various State and Federal agencies with which we deal. Many of those agencies may have been structured and engineered for a particular time and a special purpose. Both conditions may have changed radically without the corresponding change being made in the agency itself.

In any event, any comprehensive personnel development system that will be effective over a long range of time must have a very viable flexibility.

B. The System Should Serve and Not Control the Various Elements Within It

One of the standard cartoons of our modern world of technology is that of the machine controlling man. Many futuristic tales of how the world will be 2,000 or 10,000 years hence, carry the same theme of the system or the society making automats out of individuals. We can be thankful that these are still only in the realm of fancy or humor.

A basic principle of any meaningful comprehensive personnel development system would be that the system is created only to serve the goals desired and not to control. If the system allows the greatest utilization of the resources, the greatest development of the personnel, the most efficient and productive use of funds, then the system is serving. Contrarywise, if the various elements exist for the system and if their goal is to strengthen the system and not the product, then the system is controlling. The latter is not only undesirable but unproductive.

C. The System Should Enhance Development, Not Impede

We are faced with systems, agencies, institutions, or things which impede the very development they are supposed to enhance. We may call it bureaucracy, or red tape, but whatever we call it we are faced with such stumbling blocks time and time again. Repeating the same principle in

other words, the system should never get in the way of the goals desired, but should actually be behind and pushing toward those goals.

D. The System Must Allow For Its Own Self Remodeling.

Change is the way of life for all of us whether we like it or not. Change is the way of life for our society and nation. In fact, as an author recently has clearly stated, change has perhaps become one of the basic problems in the human psyche of today in that we cannot physically or emotionally cope with the rapid and extensive changes that are confronting us. And yet, change is that which we must recognize and adapt to as readily as possible.

A system must have the same adaptation. There must be self-regenerative and self-remodeling elements within the system, so that as the conditions change, elements vary, goals and aims are modified, and supportive funds are varied, the system should undergo these changes through adaptation, so that it will continue to accomplish its purpose.

V. CONCLUSION

This paper has dealt with four major areas involved in a comprehensive personnel development system, namely, the identification, development, implementation, and the principles underlying that system. As stated at the outset, these observations are offered by one who is not a vocational education instructor or administrator, but from one who is an administrator in an institution that includes vocational education. My observations and remarks have necessarily had to be more

general regarding a personnel development system than specific as for a personnel development system for vocational education. The principles, however, are equally applicable to vocational education as they are to other areas with the same needs for a comprehensive personnel development system.

ADDENDUM

After the presentation of the paper, the author joined several of the Workshop discussions. This addendum was prepared as a result of these discussions. Two of the Workshop groups discussed the paper directly, while the other Workshop groups spent their time in general discussion without specific reference to any one of the papers presented. From the discussions of the various groups, suggestions and questions were obtained and divided into the following two major categories:

I. AREAS SUGGESTED FOR EXPANSION OF PAPER

One of the Workshop groups fully discussed the matter of accountability. This accountability included, for instance, the concern for the accountability of the various elements of a system, such as colleges, schools, boards, industries, taxpayers, etc., to their various publics. The concern for evaluation of the system was expressed by one of the Workshop members. I agree with these suggestions and place in this addendum a stress on these two ideas and their relation to each other.

For any system to be flexible, to serve and not control the various elements within it, to enhance development and not impede, and to allow for its own self-remodeling, as stated in Section IV, a continual evaluation must be integral to the system. Though evaluation was an implied element within Section IV, the suggestion that it should be singled out as a separate area has merit. It should be added to Section IV E. Evaluation must be a basic principle of any system and must include not only self-evaluation but outside evaluation as well. A continual self-evaluation is important for any system

to remain viable, but self-evaluation always has its limitations. Self-evaluation coupled with outside evaluation form an essential principle of the system.

Accountability relates closely to evaluation. To be held accountable, the system must be subject to evaluation. The areas of accountability tie closely with the inter-relationships between the various elements of the system. Thus, accountability is implied but perhaps could be more directly included in Section I B. For the inter-relationships between the elements of the system to work, an accountability on the part of each element to the other elements is essential. This accountability will be in different degrees, but that it must be there is obvious. This accountability should include more than just the accountability of one element to another; it should include the accountability of the personnel within each element as well.

The factors of evaluation and accountability must be interwoven throughout a system and must be an integral part of the identification, development, and implementation of the elements in any effective comprehensive personnel development system.

II. SPECIFIC QUESTIONS

- A. The question was raised, in one Workshop group, as to whether the paper was based on the premise that there is no system presently existing, or on the premise that existing systems should be modified.

I would emphasize that the basic premise employed was that there is a range of fulfillment or accomplishment of systems

from a lack of any system to full blown and fully operative systems. In general, it seems to me, most States have many elements of a system with varying degrees of coordination and inter-relationship among these elements.

- B. Another question indicated, on the part of the questioner, a lack of clarity in the section on implementing and developing the system. His group seemed to answer the question, however, by indicating that the paper proposes that each system be modified from within to achieve its desired goals.

It might be further emphasized in Section III that the establishment or implementation of a system depends on three basic elements: the identification of the elements, the establishment of the inter-relationships of the elements, and the process of management for the system. Each of these areas will differ from State to State according to the particular situation, the elements described, the relationships that are established, and the persons who are serving as the managers of the system.

- C. A question arose in one group concerning what was stated as an unqualified advantage of regionalization, though again this group resolved the question by giving much support to such means for strengthening any system. It was fully recognized by this group, and stated in the paper, that regionalization will not only be controversial but will meet with much resistance.

Regionalization, of course, is not always the answer. The stress in the paper was on regionalization, however, because I am convinced that in many instances this does become the

necessary answer for strengthening of programs and efforts. Obviously, the degree of regionalization will depend on the many variables involved.

- D. A question from a group directed to me, when I was a part of a group, was concerned with whether a system can have sufficient flexibility built into it to enable regeneration. My answer was, and continues to be "yes." It is obviously a very difficult element to build within a system and it requires the sustained alertness of the personnel who comprise the system. As stressed in the paper, self-remodeling or regeneration is an essential part of any system if it is to continue to be effective and to survive the changes that are constantly occurring.
- E. A question raised by a group involved the matter of persuasion as the total answer to changing a system. This question also was directed to me when I was a part of the group, and my answer then and restated in this addendum, is that it is not the sole answer, for obviously real control and firm control must be exercised at times. In reference to Section III B, it was suggested that persuasion can be the most viable element in the management of a system. Because of the many elements from the various segments of any system in personnel development, there can be no one line of control. Thus, persuasion between these elements is essential as a management technique. However, within elements, control must be exercised. Control must be exercised between elements, at times, in order to keep the system both viable and effective.

I close this addendum to the paper by indicating both my personal and professional commendation to those members of the U.S. Office of Education and specifically those persons in the Professional Teacher and Institutional Standards Branch who conceived, planned, and administered this conference. The give and take of ideas, concerns, judgements, and attitudes on the part of the participants of the Workshop should bear much fruit.

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HOW TO IMPLEMENT CHANGE

Clyde W. Hall

Chairman, Division of Technical Sciences
Savannah State College
Savannah, Georgia

Introduction

The world in which we live is one swept by a wind of change. The rapidity of this change can be witnessed in all aspects of our daily lives from that of the changing weather which is as old as mankind, to the most advanced stages of man's technological conquest of outer space. This kind of changing society demands changes in people and forces them to acquire a facility for change if they are to live healthy and productive lives. In order for one to develop this facility for change, he must actively engage in change efforts directed toward himself and his material, educational, social, and spiritual environment.

The pressure of change is forcing the educational institutions of this nation to redefine their goals and change their methods for achieving these goals. No longer can they regard the educational process as a means of transmitting knowledge and preparing people for the constant things of life. Rather, they must view education as a medium which prepares individuals for a society characterized by fluidity. Nothing is static; therefore, change must be a part of the educational process.

Many times educators recognize the need for changes but they introduce them rapidly without making the necessary preparation for their initiation, assuming that by the adoption of change the task is finished. Usually unplanned changes, regardless of their worthiness, have great potential for failure and produce resistance to their acceptance. The educator must apply, to his change

process, the same scientific procedures that the psychiatrist does when he is attempting to cause mental changes in the individual.

Science rightly has been called the most powerful moving force in the modern world. As a method of inquiry, it is man's most reliable source of knowledge about his environment and himself. Experimental in temper and scornful alike of both sacred tradition and temporal authority, it has moved triumphantly from conquest to conquest during the past four and a half centuries. Beginning its revolutionary career in the sphere of astronomy, it has left its mark on every field of thought. It has penetrated to some degree, though by no means equally, all departments of life and overthrown countless ideas and customs hallowed by time. Pointedly, the modern application of scientific acumen can lead to the effective implementation of legislated change in all spheres of human endeavor, and especially in education.

In this paper attention will be given to the science of managed change and how this technique can be applied to educational situations. Attention also will be given to application of this science of change to current educational problems.

SCIENCE OF PLANNED CHANGE

Concepts of Change

What do we mean by change? Funk and Wagnall's Standard Dictionary of the English Language defines change as "cause to vary or become different in appearance, form or nature" which implies transforming, transposing, converting or altering something. Change distinctly denotes the making of a thing into something, to some degree, other than what it has been.

There is a variety of changes which may take place in a dynamic society. Some of these changes may be short- or long-term, spontaneous or planned,

controlled or uncontrolled, and may take place in an individual, group, institution, community, state, nation or continent. For example, a sudden earthquake may violently alter, temporarily or permanently, the behavioral characteristics of an individual. The passing of time modifies the strata of the earth and creates an evolution in animal and plant life that relates to changing environmental conditions. Man also, for specific reasons, can and does consciously induce change in people, institutions, and his physical environment.

Through the ages, mankind has been cognizant of the importance of understanding and guiding changes which will affect his well-being. The philosophers of ancient Greece and the sages of India and China sought tirelessly to prescribe practical solutions in preparing for and guiding the creation of changes which mankind would eventually encounter. During the Dark Ages man sought preparation for and techniques to cause changes through theological, rather than philosophical or scientific means. Modern man, recognizing that change requires the same scientific approach he has used to effectuate other desirable aspects of his life, has come up with what is called "legislated, managed, or planned change."

This type of change "originates in a decision to make a deliberate effort to improve a system and to obtain the help of an outside agent in making this improvement." This approach requires the definite identification and isolation of the problem, proceeds through a series of activities directed toward finding the best solution to the problem and ends with the diffusion of the solution throughout the target population. In other words, when a deliberate attempt is to be made to change a situation, the course of this change is charted, analyzed, evaluated, and stabilized.

Change Agent and Client System

In a managed change process an outside agent is usually involved who is referred to as a "change agent". The population with whom he works

is called the "client system". The change agent may be a practitioner who is able to open up previously closed channels of communication or a highly organized professional organization working with a large industrial complex on changes in personnel alignment in order to increase production and profits. A change agent may be an individual or group of individuals, and the client system may be an individual, small group, institution, organization, or community. A professional change agent may be a teacher, psychiatrist, psychologist, social worker, human relations expert, marriage counselor, public administration consultant, community-council organizer or university, depending upon the type of client system in which a change is to be induced.

Stages of Planned Change

It is generally recognized that managed change proceeds through several distinct stages. In 1951, Kurt Lewin suggested a three-phase change cycle consisting of:

- (1) Unfreezing of present situation,
- (2) Moving to a new condition, and
- (3) Refreezing or stabilizing the changed situation.

Several years later, Lippitt and others enlarged this cycle to a five-step process encompassing:

- (1) The development of a need for change (unfreezing),
- (2) Establishment of a change relationship,
- (3) Working toward change (moving),
- (4) Generalization and stabilization of change (freezing), and
- (5) Achieving terminal relationship.

Daniel H. Jenkins identified four general steps which must be taken if the desired change is to be effectuated in a client system. He classified these as:

- (1) Analyzing the present situation,
- (2) Determining the changes which are required,
- (3) Making the changes indicated by the analysis of the situation, and
- (4) Stabilizing the new situation so that it will be maintained.

Whether the planned change process is recognized as one having three, four, or five stages, the basic ingredients of this process are:

- (1) The recognition of the need for change,
- (2) Applying an appropriate treatment to the situation to cause the change, and
- (3) Stabilizing the results of change.

Recognition of the Need for Change

The initial step of a managed change in a client system is the examination of the present state of affairs. This may be done by the change agent through some type of survey or by a self-study conducted formally or informally by the client system. There must be an identification and isolation of the problems of the client system so that a managed change can be planned and executed.

Key questions which should be asked during this analysis are:

- (1) What are the sources of difficulty? and (2) What are the forces preventing changes from occurring?

One must recognize also that there are usually present in each client system at least two types of forces at work -- "driving or changing forces" and "restraining forces." The former tend to initiate a change and keep it going while the latter prevent or retard movement toward change.

Jenkins, in his illustration of engineering a change from a teacher-centered method of teaching to a teacher-pupil planning method, cited the

following examples of possible driving and restraining forces present in an educational client system:

Driving forces:

- (1) A generally progressive philosophy of education may be accepted by a large number of teachers,
- (2) The teachers want to train students in the ways of living as citizens in a democracy, and
- (3) The pupils desire some freedom in making decisions.

Restraining forces:

- (1) Many teachers lack training and skill in methods of planning cooperatively with pupils,
- (2) Learning the present methods and experimenting with the "unknown" makes teachers like anyone else, feel insecure,
- (3) Criticism may be directed against the school by the more conservative parents, and
- (4) Pupils have little skill in planning together.

J. Lloyd Trump concluded that the following restraining forces existing in educational institutions should be carefully appraised when initiating educational changes:

1. Teachers feel deep emotional attachment to their personal responsibility for pupil's learning outcomes. Thus, they hesitate to allow instructional technology, teacher assistants or other teachers to come between them and their students ...
2. Training and habit accustom teachers to certain patterns of teaching and evaluating, so they hesitate to change their methods, or the size of student groups they confront, for fear of personal "inadequacy" or, ... the fear that their students may learn less...
3. Some teachers are psychologically reinforced by the security of the self-contained classroom...

4. Teachers bear heavy work loads ... Those who propose change must not add to this work load if they expect sustained interest on the part of teachers ...
5. Parents and their children feel reasonably secure in today's schools. Parents understand most school practices since those practices have remained quite constant ...
6. Taxpayers are interested only in tax reduction ... They tend to resist educational change because their experience is that changes cost additional money.

It goes without saying that one must also recognize in a scholastic client system that the administrator can be either a driving or restraining force. School administrators generally are anxious to present to the public a smoothly running organization which has come about by systematizing and stabilizing as many functions as possible. Therefore, they may be hesitant to initiate or support changes, regardless of their merit, which might damage this image. These administrators serve as restraining forces. However, other administrators may be pointedly interested in changes which will improve their image and will use their influence to get changes implemented. They become driving forces.

All types of forces in a client system must be catalogued and examined in terms of their magnitude and classification so that appropriate action can be selected to bring about the desired change. This action may involve increasing the driving forces, or decreasing the restraining forces, or both.

In addition to driving and restraining forces in a client system, there may be present a third force, "interference". This is not an opposing force, but a competing one. The client system would like to make the change, but there is present something which is more important. For example, a proposal to build a

new inner-city school was defeated, not because of opposition to the need for the school, but because the need for an expressway for commuting workers between the inner-city and suburbia was more pressing. Lippitt and others stated, "Interference is most likely to be a problem in cases where the client system has inadequate time, money, or energy."

A client system may determine the need for planned change in one of several ways. An individual who is in physical pain seeks a physician, a change agent, to cause a change in his feelings. A corporation whose production efficiency is far below that of a competitive concern may be forced to employ as change agent an unbiased time and motion study organization to improve its operation in order to remain in business. A school system may be dissatisfied with the adaptability of the curriculum of its schools to the employment needs of its young population and, as a consequence, may seek advice from local employers concerning the educational needs of their employees. A university, located in an economically depressed area of a city, upon recognizing the inability of residents of the area to succeed in school, may establish skill development centers to effectuate changes in the study habits of the local population. A school system may ask a change agent, in this case, a local church group to make contact with parents concerning the out-of-school behavior of its students.

The need for change may originate with the client system, or may be recognized by an outside agency, or may be stimulated by a third agent. Nevertheless, the need for change arises out of some kind of difficulty in which the client system finds itself and this difficulty must be recognized and identified.

Some Difficulties of a Client System

It must be remembered, too, that the need for change in a client system may be due to:

- (1) A faulty power structure,
- (2) Improper use of internal energy,
- (3) The ineffective communication system, and
- (4) An improper relationship of a client system with its environment.

These are not the only sources of difficulty in a client system, but they appear most frequently.

The base of power may be so structured that it is concentrated at one or two centers, and no avenues are provided for input of authority at other points. For example, authority for running inner-city schools is usually vested in a remote place with very little input from the local level. A change agent probably could activate a change which would create a broader base of authority in terms of representation and thus remove this source of difficulty.

The non-productive use of energies of sub-parts of a client system, such as the displacement of energies in irrelevant activities and the investment of energies in negative-producing efforts, can create confusion and conflict. A good example of this is the dissatisfaction found among teachers, due to the many perfunctory activities in which they must engage that do not relate directly to the learning process, e.g., selling and collecting tickets at football games, collecting lunch money, and filling out a multitude of forms. Educational systems are beginning to witness teachers seeking out change agents, such as organized labor and professional organizations, to help alleviate this difficulty.

Many times a sub-part of a client system is fully aware of its difficulty, but the client system itself may not possess the machinery or techniques for the sub-part to make its wishes known throughout the client system. Even though the sub-part's intentions may be good, they cannot communicate effectively

because of the inadequacy of the communication channels of the client system. Sometimes, inefficiency in upward and downward communication in a hierarchical organization is the key to problems.

The relationship between the client system and its environment must be realistic, if the system wishes to avoid difficulty. Often there exists a discrepancy between the environment, as it really is and it is perceived by the client system. If the client system isolates itself from its environment and is incapable of or refuses to understand messages coming from its environment, there is a need for change. I believe most laymen would agree that higher education in America today is faced with this dilemma. It is in this context that one also must keep in mind the fact that resultant anxiety, frustration and feelings of insecurity in the client system will be sources of difficulty, and that these deterrent forces must be dealt with positively.

Establishing a Relationship

When establishing a relationship between the change agent and the client system, special effort must be put forth to see to it that this relationship is a healthy one and that it has the necessary ingredients for success. It makes no difference what type of change agent is to be used, the client system initially must demonstrate its readiness to establish a rapport with the change agent, and must possess the feeling that the agent has the necessary relevancy and competency to cause desired change. The change agent cannot expect to force its wishes on the client system. Neither can the client system expect the change agent to be totally responsible for the change. There must be mutual respect and acceptance if the change is to materialize.

The initial contact of the change agent with the client system should be a wholesome one. It must convey the idea that the agent's motives are meritorious. All questions concerning why the change agent wants to help

must be answered positively and clearly. The change agent should attempt to introduce changes under positive conditions and establish a realistic schedule which will provide ample time for the desired change to take place successfully.

From the outset, the change agent must be aware of the fact that there may be a particular individual or a group of individuals within the client system who, because of vested interest or assumed threat from the proposed change, will attempt to destroy the relationship between the agent and the client system.

The relationship between the change agent and the administrator in an educational client system should promote desired change. Robert L. Taylor addresses this subject by saying that the administrator plays a major role in producing constructive change. It is the administrator who must establish a positive climate for change without which a model would not be able to operate. The administrator, while effective in establishing a climate favorable to change, should not take the role of a change agent. When the administrator tries to move in and out of the role of a change agent, it results in role conflict. A change agent may be from inside or outside the system, but he should be someone other than the administrator.

Working Toward Change

After a successful relationship has been established between the change agent and client system, the change agent proceeds to the next step of the planned change process. Lippitt and others refer to this next step as the "moving step" with three facets:

1. The clarification or diagnosis of the client system's problems,
2. The examination of alternative routes and goals; establishing goals and intentions of action, and

3. The transformation of intentions into actual change efforts.

In order to clarify or diagnose the client system's problem adequately, data must be collected and compiled concerning the client system. These data may be collected by the change agent, outside groups or the client system through testing, observations, interviews, questionnaires, and outside informants. The important elements in this process are objectivity, reliability, and validity, with special attention given to the accuracy and relevancy of the information to the desired change.

The change agent may diagnose collected information independently or cooperatively with the client system and/or in cooperation with other agents or client systems. Regardless of the approach used, the change agent must not proceed on assumptions based on generalities. Such assumptions may encourage the change agent to cut short his work and move rapidly into active change efforts. This may prove fatal to the change process.

Only after information concerning the client system has been collected and analyzed, should the machinery for actually making the change be set in motion. Change models are often used as the working force in the planned change process. Taylor reports on three types of change models which may be used for the introduction of innovations in a client system. These are:

1. The social interaction model that introduces innovations to a population whose needs are determined by the initiator. If the receiver reacts positively to the innovation, this starts a series of stages of acceptance or rejection...
2. The research, development and diffusion model that concentrates on changes from the perspective of the originator of an innovation who formulated his original problem on the basis of receiver needs ... The initiative ... is taken by those other than the receiver who remains passive.

3. The problem-solver model that is directed toward the involvement of the receiver in solving his own problem. Although the receiver may be able to create or find suitable solutions to his problem by himself, problem-solver models are primarily concerned with those cases in which outside resources are utilized.

The change agent may divide sub-parts of the client system into "buzz" groups and allow each to suggest changes in the areas of identified problems. Once these are collected and tabulated, the results are presented to the entire client system for consideration to refine, reject, or accept. This type of involvement encourages self-improvement.

Systematically, the change agent may canvass the field to see what techniques have been used in other client systems to solve similar problems. He may find it feasible to transplant a successful technique to an involved client system. Whatever techniques or courses of action are taken, it is the change agent's responsibility to mobilize the acumen, personnel, and whatever else is needed to do the job. The success of a change agent is measured by the way in which his plans and intentions are transformed into actual achievements.

An important aspect of managed change is the permanency of caused changes. Often changes, introduced after much effort, cease to exist after the change agent has been removed. Therefore, it becomes imperative that the managed change process include the stabilization of whatever changes have been made previously to the termination of the client-change agent relationship. Many times this can be done if the changes are sufficiently publicized and others see the need to adopt them in their client systems. For example, if a school system found others adopting its innovative approach of improving the reading skills of its students, this would encourage the continuation of the practice in the innovating client system.

Trump, in his article entitled "Rx Ingredients of Change," prescribed ten specific elements required of carefully planned change in an educational system. Six of these dealt with public relations: preparing and distributing brochures, having speeches made by knowledgeable people, providing demonstrations by teachers and students, using mass media, issuing summary reports of changes, and keeping staff members informed.

Whenever possible, all planned changes should be evaluated in terms of the results sought and attained. If a change was initiated to improve efficiency, then some system of evaluation should be included. Suppose a short-term, intensive, programmed-learning course was initiated to prepare new plumbers to relieve the shortage of qualified plumbers. Products of this system should be required to take licensing examinations to see if they possess the skills of qualified plumbers. The number of persons produced by the system during a given period of time should be compared with those of other training programs in plumbing. If the results of this kind of evaluation are positive, they will stabilize the change and insure its permanency.

Terminal Relationship

After the change agent has diagnosed, caused, evaluated, and stabilized the desired change in a client system, a technique must be available for departing which will not interrupt the effected change. It is desirable that the client system not be allowed to rely totally on the change agent during the change process. A substitute for the change agent which will continue the work of the change agent after departure should be built into the permanent structure of client system. This does not necessarily mean that no relationship should ever exist between the two after the termination of active change efforts. This would depend upon how well the internal substitute had developed and the need of the client system for continued external support. Sometimes this support may be dispensed through occasional consultation or examination.

AN ANALYSIS OF A MANAGED CHANGE IN AN EDUCATIONAL SETTING

An excellent example of a planned change in the educational arena was cited in the June 15, 1971 issue of Look Magazine. This situation is analyzed below, according to characteristics of planned change previously discussed in this paper.

Client System

Banneker Elementary School
Gary, Indiana
Student Population 800

Change Agent

Behavioral Research Laboratories, Inc. (BRL)
Palo Alto, California

Relationship Between Change Agent and Client System

BRL, a professional-commercial corporation that was a pioneer in producing programmed textbooks, has been contracted by the school board to run an entire elementary school for a period of three years. BRL pays the salaries of all teachers, custodians and secretaries, and is also responsible for the cost of insurance premiums, laundry, utilities and educational supplies. It will receive \$2400 for each pupil if the experiment is successful, but it must refund the school board all funds if the project proves unsuccessful.

Recognition of Need for Change

Traditional public education has failed in the inner-city Banneker Elementary School. Questions such as "Why hasn't this school done a better job?" and "Why do its students go backward rather than forward with every additional year in school?" have been posed. These queries warrant answers and they can only be found in change.

Characteristics of Client System

1. The school ranks 31st among the city's 33 elementary schools in reading and mathematics achievement.
2. Fourth graders scored 3.1 on national IQ and basic-skills tests.
3. Sixth graders scored 4.75 on national IQ and basic-skills tests.

Driving Forces

1. Dr. Gordon L. McAndrew, Superintendent of Schools, wants to try innovative techniques to find solutions to problems in the schools.
2. BRL has a performance oriented contract.
3. Students enjoy the program.
4. Parents are very much interested in the program.

Restraining Forces

Gary Teachers Union complains about

1. The teacher-pupil ratio.
2. The use of neighborhood women as aides in place of teachers.

Additional complaints are centered around the cutting off of aid to the school by the State Superintendent and the dehumanizing aspects of the program.

Working Toward Change

To make a change in the client system, the change agent is breaking from traditional educational methodology. Changes initiated by the change agent to

effectuate changes in the achievement of learners in the client system are as follows:

1. The school is considered a curriculum center.
2. Instead of teachers, the staff consists of curriculum managers with advanced degrees, assistant curriculum managers who are certified teachers and neighborhood mothers who serve as learning supervisors.
3. There are no grades or classes in the traditional sense.
4. Children are tested in mathematics and reading ability and then grouped in class-size units that change regularly according to a student's need and ability.
5. Students are constantly reshuffled and each has an individualized schedule.
6. Programmed teaching materials constitute the heart of the curriculum.

Evaluation

Students are tested continuously to measure their achievement and programmed materials are revised as the need arises.

Terminal Relationship of Change Agent

Under terms of its contract, BRL must turn over the operation of the program to Gary if it proves successful.

Stabilization

The program is publicized in a national weekly periodical with wide circulation. Probably because of this publicity other school systems with similar

problems will adopt the system and by so doing this will help to stabilize the process flourishing in the Gary school system.

AREAS OF NEEDED EDUCATIONAL CHANGE

There are many areas in American education which must change if we are to salvage the much wasted manpower of this nation. I shall mention a few of these which many educators feel can be changed by the use of the managed change process, if the educational client system has the fortitude, desire and willingness to do so.

Edmund W. Gordon makes some very potent statements concerning needed educational reform in an article entitled, "Decentralization and Educational Reform." Gordon asserts that decentralization and educational reform can be effective only when four pivotal conditions are met. The conditions are the following:

1. The schools must become accountable to the families and the communities served for the extent to which all children achieve specified educational goals.
2. A shift must be made in the assignment of responsibility for success or failure in learning from total weight on the shoulders of the learner to the majority of the weight on the teacher and the school.
3. The educational experience must be made more intellectually, emotionally and socially relevant to the main currents of the child's life.
4. There must be some measure of economic, ethnic, racial, and social integration.

Gordon concludes that a central condition for meaningful educational reform in urban public education is that power to be established to hold the schools accountable for what they do or fail to do.

In addition to relevancy, accountability, racial integration, and the guaranteed performance mentioned by Gordon, there are two other pressing aspects of educational reform to which attention must be directed in the years ahead. An effective system of recruiting out-of-school disadvantaged youth for educational programs must be devised. We need an out-reach recruiting system for individuals who lack self-initiative and exhibit anti-establishment behavior. Society has a responsibility for attracting and holding such persons in educational programs so they may become happy, productive and employable citizens.

Also a change must be made in the distribution of funds for education to inner-city schools. They must receive more money than suburban schools because of the presence of more restraining forces. These can only be overcome by the use of additional and better trained personnel and superior facilities. Some have suggested that effective teachers in such schools should receive "combat pay" for their extra efforts.

There is a concomitant relationship between the institutions of higher learning and the system they serve. This relationship can be a positive one when these institutions are sincere in helping to raise the lot of their client communities.

It is evident that institutions of higher learning can play pivotal roles in activating needed changes in the educational enterprise in America. However, if they are to be harbingers of change, they must reflect the spirit of the times. They must, at the outset, consider all members of the community at-large as human beings of equal standing. They must revolutionize their curricula and they must become more selective about the type of personnel they channel into

teacher training programs. It is the responsibility of institutions of higher learning to instill in prospective teachers the idea that there is merit in being a flexible individual when one selects the serious business of teaching as a life's profession.

SUMMARY

In explicating the stated topic, I have defined, cited reasons for, given several illustrations, and posed several frameworks which might be utilized to bring about change in American education. It is logical to assert that each practitioner envisions his own pattern which he might use to bring about legislated or managed change. However, it must be noted that a person has to have a clear knowledge of the functions of both the change agent and the client system it serves. Moreover, he must be aware of the stages that make up the spectrum of planned change. He must also be able to recognize a need for change as well as possess the leadership that can spur the legislation of such a process.

Before one can offer either a proposition of fact or policy concerning managed change, he must study the whole gamut of educational and managerial policies, pilot studies, case studies, salient points, and successes and failures that relate to such an undertaking. He must not want to be pioneer just for the sake of being an innovator; he must be mindful that such action should bring about an educational posture that will be unique and applicable in a given context. One who has hopes of legislating change must read and synthesize the findings of the noted practitioners in this new field. After serious inquiry and cogitation, he must then draw definitive analogies and inject his own point of view in a positive and documented manner.

Qualitatively and quantitatively, one must think of the process of legislating change as a science of the first order, which has immeasurable

relevance in this advanced age of cybernetics. In considering quality, the practitioner must be mindful that he should make a presentation that has empirical and long-range results. On the other hand, quantity refers to the wide range of forces that would be reached as a result of legislated change.

I think the following excerpt from Edward Joseph Shoben, Jr.'s, "Education in Megalopolis" fittingly gives an encompassing view of the need for change in American education:

... if education is to prepare children for responsible adulthood in a world of change, for a tomorrow that has less and less in common with yesterday -- in short, for the megalopolis -- then it cannot simply transmit to a new generation the traditional culture. It is by no means true that the traditional culture has entirely lost its viability and worth. But it is profoundly true that the conditions have radically altered that once made the passing on of our cultural heritage and the fundament of effective schooling.¹

¹Edward Joseph Shoben Jr., "Education in Megalopolis," Educational Forum, Vol. 31, No. 4, (May, 1967).

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ADDENDUM

This addendum summarizes the major points of concern of the different Workshop discussion groups.

Areas of Needed Changes

Most professional educators generally recognize the need for changes in the American educational client system to make it a more effective medium for shaping the behavior of every person in this society so that he can become a happy, productive and employable citizen. Participants of this Workshop evidenced similar viewpoints. They concerned themselves with three broad areas in which changes should occur:

1. Attitudes of teachers, businessmen, labor leaders, students, administrators, and parents toward education.
2. Accountability of educational agencies.
3. Certificating system for school personnel.

These were not the only areas identified in which changes should occur, but these were the ones which the conferees felt should be examined immediately, and to which the client system should redirect its resources to bring about change if it hopes to achieve its productivity goal for all citizens.

Forces in the Client System

There are obviously present in the educational client system many driving forces toward change such as high unemployment of school drop-outs, rising juvenile crime, retardation of expected educational growth of large segments of the school population, and, last but not least, open juvenile hostility toward the present educational system. Regardless of the potency of these forces toward impelling change, the conferees recognized many equally powerful restraining forces in the client system:

1. The human tendency of every system to maintain stability regardless of the need for change.
2. The lack of the identification of specific behavioral goals by educators and the lack of a system of communicating explicitly these goals to all segments of the client system.
3. The lack of dynamic leadership for change within the system.
4. The many legal restraints and chronic problems which work against change.

It was also recognized that the relationship between the State education agency and teacher education institutions could be either a powerfully moving or a restraining force for change. The group felt that increased contact between the two groups is imperative if desired changes are to take place.

Change Agents

The concept of a change agent to cause change in a client system was enthusiastically accepted. However, there were differences of opinion concerning who should constitute the change agent. Some conferees felt that teacher training institutions should serve as change agents in the arena of vocational educational personnel development, while others thought that State and Federal agencies could better serve in this capacity because of their control of funding in the client system. It was also suggested that a planning team composed of representatives from all levels of educational personnel, including students, should be appointed by each State education agency to serve as a change agent in personnel development.

Probably the most practical idea advanced in this area was that of encouraging each person present to commit himself to the premise of becoming a change agent. This could be done by first examining his conscience for the

areas of needed changes and then changing. After which he could become a change agent to cause the same changes in his peers. This approach to managed change will cause changes to flow from bottom-up rather than from top-down as is usually the case.

Accountability

A system by which an agency is promoted or demolished, enlarged or retarded on the basis of its expected productivity is an acceptable characteristic of a capitalistic-democratic society. This quality is immediately evidenced in America's business-industrial complex because of the driving forces of profits and losses. It is somewhat less evident in government and education because of the absence of these forces. However, it is becoming more apparent each day that a system of accountability must pervade the entire educational client system because of increased competition for limited public funds and the intensified recognition of the inadequacies of the present system. No longer can education measure its effectiveness on the bases of class size, money expended per pupil and teacher-pupil ratio, but rather it must become accountable on the basis of the kind of product it produces.

At present educational accountability has a variety of meanings depending upon who is seeking it and for what purposes. The taxpayer approaches this subject from one angle, educators from another, and the school board from still another. Whatever the conflicts may be, no one's position can be completely ignored. The conferees suggested that there is a need for a structured system of accountability which would encompass the concerns of all.

Certification

Probably the greatest restraining force against moving toward a system of accountability in the educational client system is the current practice of

certificating educational personnel. Certificating is primarily based on degrees earned at institutions of higher education and years of teaching experience. This practice has been in effect for many years, and the present schools are controlled by persons with credentials based on these criteria. Therefore, these people are not receptive to a change which will upset their status and stability.

It was emphasized that teacher training institutions should be held accountable for their actions to the same degree or maybe to a greater degree than the public schools. After all, their products are the ones who cause the action at the local level.

HOW TO IMPLEMENT CHANGE

Lawrence. A. Walsh

Editor in Chief
Career Education, Gregg Division
McGraw-Hill Book Company
New York

According to an old adage, nothing is surer than death and taxes. To this we might add a third certainty - change. Change has always been with us, for without it we would be a dead people on a dead planet. It is part of our nature, also, to resist change just as we resist death and taxes. But the pace of change is quickening. Nowhere is this more evident than in education, in general, and vocational and technical education in particular. Therefore, a Workshop devoted to the development of a comprehensive personnel development system including methods of implementing this change is timely.

People cope with change in different ways. Some try to ignore it, pretending things are just as they always have been and always will be. Some resist it, preferring things not as good as they could be for fear they might be worse than they are. Some seemingly accept change with an easy, false enthusiasm and make a pretense of acting. Some welcome change and seize it as an opportunity to design and create a better future. This latter group consists of the leaders who are willing to take risks in the hope of real gain, and who realize that lengthy inaction only courts certain disaster.

PRESSURES FOR CHANGE

We scarcely need to be reminded that all is not well with the schools. In fact, most of us would have difficulty identifying a period in which there

was so much political criticism and lack of public confidence in education. It's not the purpose of this report to expound on the nature and causes of our educational malaise. However, just to gain perspective and to underscore the need for action, let's identify some of the forces that are storming the bastions of the present educational establishment.

(Refer to Visual 1)

1. The Inner-City Communities. There is increasing evidence that large numbers of students in the urban school system acquire very little knowledge or information in return for 10 or 12 years of attendance. By "very little knowledge" we mean in reading achievement, scientific and academic progress, and also in vocational education. The causes, we are told, include a lack of money, a tenure system that allows experienced teachers to flee the most-troubled inner city schools, poor and rundown facilities, segregation, high student mobility, the inability of many parents to participate in the schooling of their youngsters, and a tense, even hostile environment with few job opportunities for the unskilled. This is leading many black communities to challenge the power structure of the system - even to demand full control of their schools.
2. Students in Suburbia and on the Campuses. Despite that new plant set on an attractive campus, education in suburbia and in the colleges is far from tranquil. Students are questioning the value structure of society, and they view the school as part of a system designed to perpetuate much of what they consider wrong with our values - our competitive ethos, nationalistic chauvinism, undue emphasis on thrift and savings in a world of material abundance, the right to accumulate a large estate, self-advancement (presumably at the expense of others), and faith in

THE PRESSURES FOR EDUCATIONAL CHANGE

1. THE INNER-CITY COMMUNITIES
2. STUDENTS IN SUBURBIA AND ON THE CAMPUSES
3. STUDENT ACTIVISTS
4. A COMPETITIVE SCHOOL SYSTEM
5. EDUCATIONAL ALTERNATIVES
6. LESS MONEY - MORE ACCOUNTABILITY

VISUAL 1

social progress. The relentless pressures of social conformity and college preparation equal in emotional brutality the physical tensions faced by the urban student trying to survive in the ghetto.

In place of these values, many suburban students would substitute humanitarianism, internationalism, rationalism, social welfare, social accountability, public service, social order, and aesthetic values.¹

3. Student Control. The natural outgrowth of the questioning of values is the students' demand for more control of their school system, a trend particularly evident in the colleges. These students may be labelled "radicals", but many of them are bright and articulate. What they claim to find in the classroom is suppression, irrelevance, indifference, inhumanity, manipulation, and the systematic stultification of most of what should be promising in young people. The more extreme members of this group, a sizeable minority, question the relevance of the entire enterprise of formal education. They question the ability of a system so out of tune to adjust. Therefore, they would go even beyond student control - they would dismantle the present education system and reconstitute it along basically different lines. In this endeavor they have support from some noted theorists, writers, and educators in and out of the present system.
4. A Competitive School System. Under this system, the students, parents, and community would turn the tables on the system's

¹Nicholas Reacher, Values and the Future: The Impact of Technological Change on American Values (New York: Free Press, 1969).

officialdom, including administrators and teachers. Heretofore the student found himself in the competitive jungle, with his progress compared with his peers using norm-referenced criteria. The educational voucher with strong support from certain community leaders, and funding from the Office of Economic Opportunity (OEO) as well as the U.S. Office of Education (USOE) symbolizes this force. Now the administrators and the teachers are put in a competitive position with other public and private schools. They allegedly must either produce or lose their pupils - and their funding.

5. Educational Alternatives. Not all is just talk about establishing a dual school system - or a number of alternatives to the present system. It might be comforting to report that these alternatives have failed, but such is not always the case. There is some solid evidence of achievement in such "second chance" centers as a residential Manpower Development and Training Act (MDTA) center in Ohio, in the Job Corps, in the street academies, in the Freedom Schools, in the experimental universities, and in the so-called "free" universities. These alternatives are expensive. To survive, they will have to successfully perform their mission of teaching the hard-to-teach and hard-to-reach. But these schools are receiving funding from a surprising number of public and private sources. The public sources tend to be government agencies other than the USOE, a disturbing fact to many teachers and professional organizations affiliated with the establishment which the USOE represents.

6. Less Money, More Accountability. We have seen the end of the day when seekers of educational funds could justify their requests by simply talking about the number of students to be served, or by citing the cost of books, staff, materials, equipment, and space to be acquired. Today they must be prepared to answer questions that focus on results obtained from resources used. Educational accountability means that the professional educators who operate our schools will increasingly be held responsible for what children learn or fail to learn. The Elementary and Secondary Education Act of 1965 (ESEA) marked the high point of "innovative education" Without question, these innovations did produce notable results, particularly in reading, but there is some evidence that a majority of students (two out of three) were not helped at all.² Therefore, the remaining one-third that were helped by ESEA came at a high price (\$1 billion a year for Title I alone.) Impatience with results (a disadvantaged child didn't gain that status overnight - it took generations), and an insistence on measurable progress probably marks the end of ESEA-type funding. New programs will likely be adequately staffed, and monitored at both the State and Federal levels.

Steps to Change

If we don't have to look far for change pressures, and if we can agree that a degree of educational reform is sought by parents, promised by certain

²Title I of ESEA: Is it Helping Poor Children? Washington Research Project of the Southern Center for Studies in Public Policy and the NAACP Legal Defense and Education Fund, Inc., 1969.

of the education acts, and desperately needed by students, how do we go about getting something changed?

To create change, we have long had four steps available:

- (1) Research,
- (2) Development,
- (3) Dissemination, and
- (4) Implementation.

Each of these steps deserves some examination, but first, let's take a closer look at the so-called science and art of change itself.

THE SCIENCE AND ART OF CHANGE

To attempt to make any kind of educational change is to attempt to give a different position, course, or direction to another professional or group of professionals who share the common human trait of tending to resist the unknown or the untried. The science of change revolves closely around those four classical steps - research, development, dissemination, and implementation. But even if and when the need for change is established, using accepted scientific methods, man must be sold on it for change to endure.

We can threaten man with corporal punishment, if a change is not made. We've seen political examples of this, where a dictator rules by decree. Closer to home, we may have tried this with our own children. The appeal of this type of communication is its directness and speed. Unfortunately, the appeal is too often short-lived.

We can present the most scientifically valid arguments for change, documenting each step, to the point where intellectual man should accept the position. But unless there is a deeper commitment than the intellect alone, man has a way of rationalizing himself right out of the change.

Some feel we need to communicate with social man. By gaining group acceptance, there is a strong force for conformity; and conformity we may get - as long as somebody is looking. But people have a way of going through the motions to gain social acceptability without making an inner commitment to change, which they actually may be resisting.

The only lasting commitment to change must come from an emotional commitment, preferably supported by a scientifically valid set of data. An emotional commitment is just another way of saying that the education profession must be sold on the need if we really want to make a change and make it stick. This is especially so since many people, even professional educators, feel threatened and insecure. In some way or other, the officer or agency for change must build into the planning a provision for alleviating faculty anxiety and insecurity.

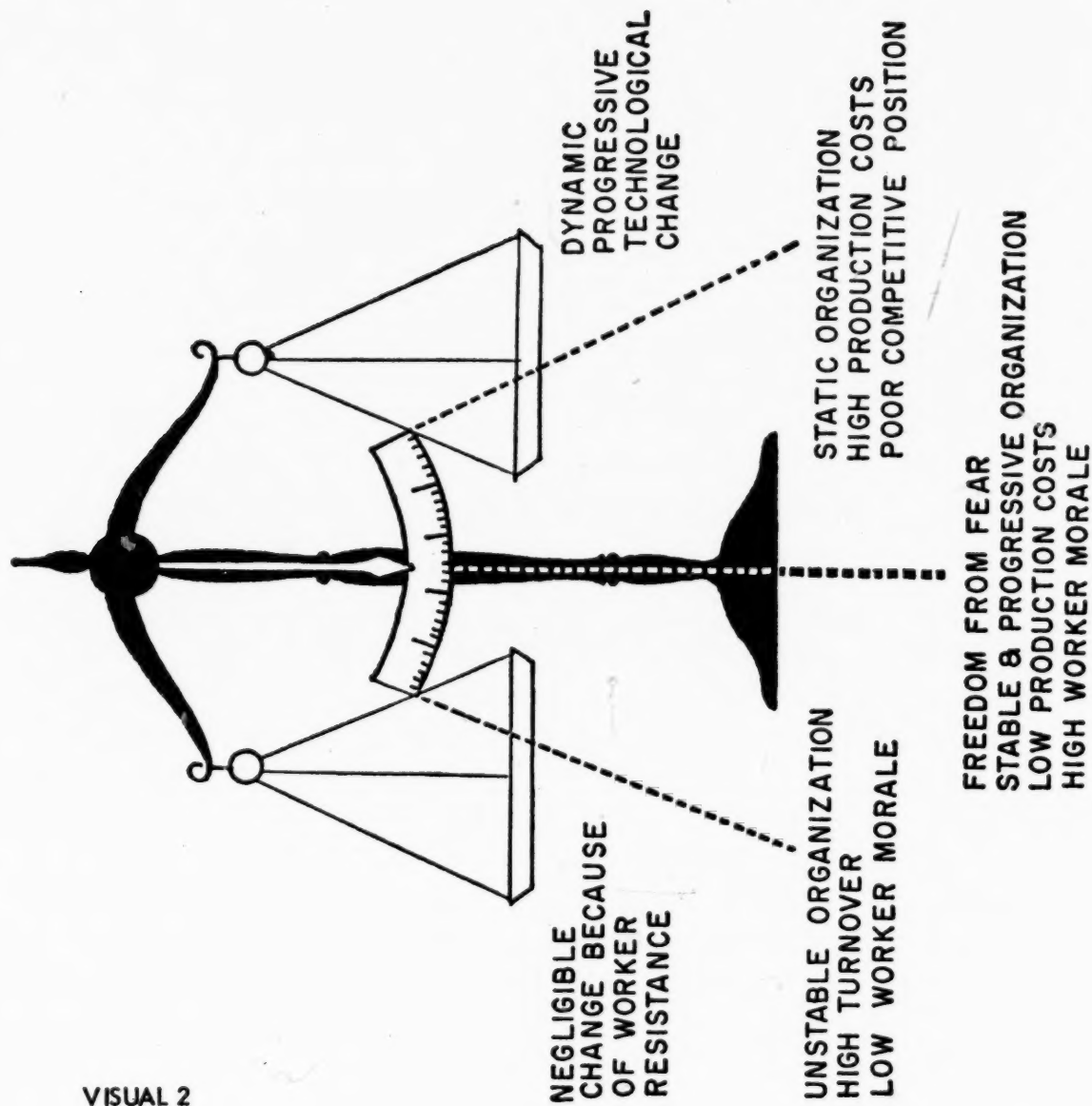
Davis likens a work environment to an air-filled balloon. When a finger (which represents change) is pressed against the exterior of the balloon (the organization), the contour of the balloon visibly changes at the point of impact. Here an obvious pressure representing change has produced an obvious deviation at the point of pressure. What is not so obvious, however, is that the entire balloon (the organization) has been affected and stretched slightly. The whole organization tends to be affected by a change in any part of it.³

This comparison illustrates that change is a human relations as well as a technical problem. The officer or agency planning change should make plans to restore and maintain the group equilibrium and personal adjustment which change upsets.

(Refer to Visual 2)

³Keith Davis, Human Relations at Work (New York: McGraw-Hill Book Company, 1962).

VISUAL 2



Making things even more complicated for the change makers is the difficulty of anticipating how people will react to change. A changed situation is interpreted by each individual according to his attitudes. The way he feels about the change then determines how he will respond to it. People's attitudes are the key, and attitudes are sometimes nebulous, often hidden, and usually slow to shift. It is true that people sometimes do not know why they do or say something. They do not know their own feelings, much less someone else's. Feelings are not a matter of logic. They are neither logical or illogical, but they are entirely different from logic. They are nonlogical. Feelings and logic are different just as inches and pounds are different. For this reason, logic alone is an ineffective way to try to modify feelings because it does not get at them directly.

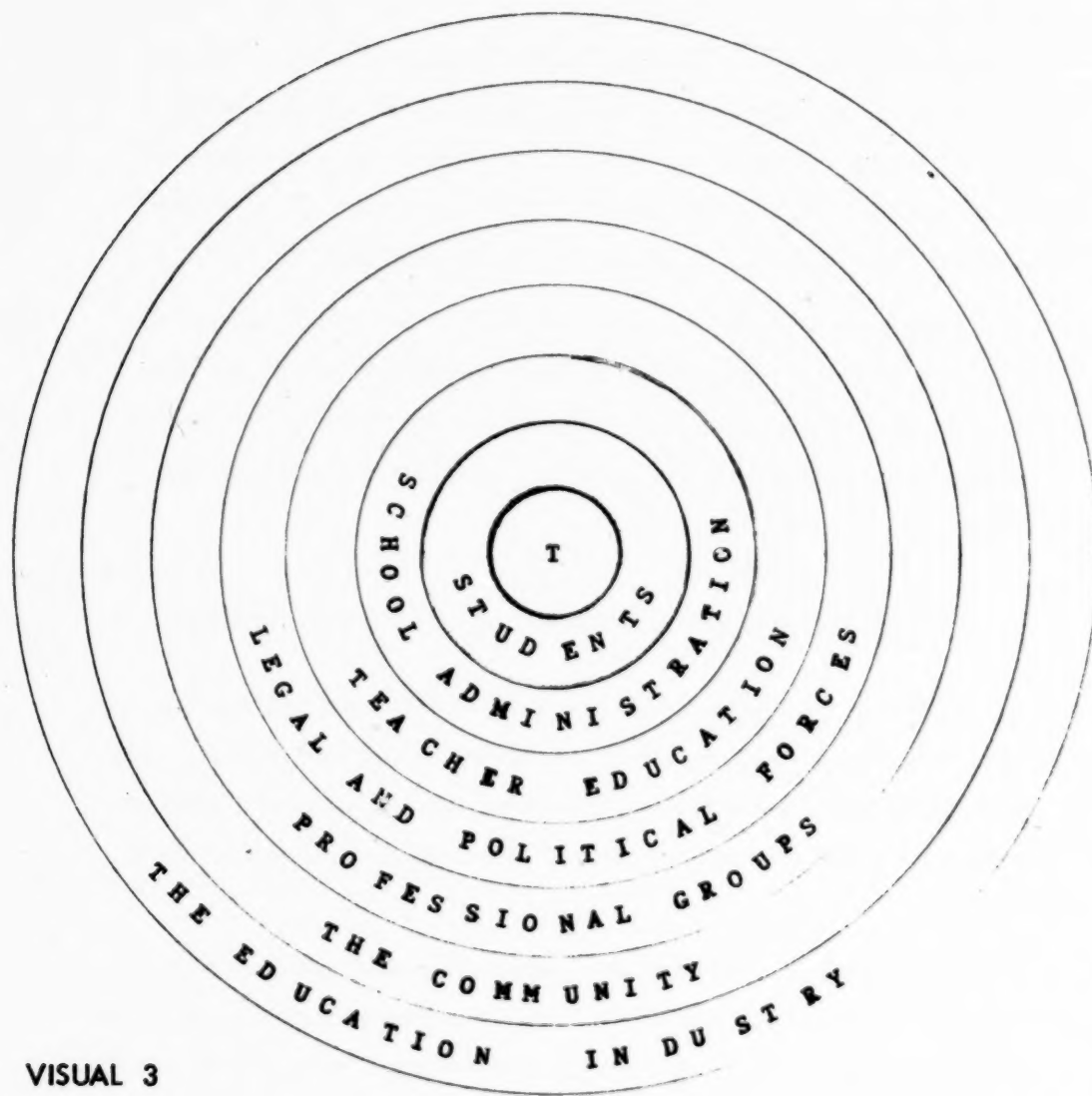
Managing change is both a science and an art. Both are needed. Take one away, and change becomes unmanageable. The first two of the steps to change (research and development) provide the scientific base for change. Managing the last two steps (dissemination and implementation), comes much closer to an art.

IDENTIFYING AND EVALUATING THE FORCES FOR CHANGE

Who are the agents for change - those individuals or groups who can successfully manage the science and art of establishing new directions and inculcating new values and attitudes? What can each do best in what environment? What are their limitations? How can each be used to effect change?

My particular taxonomy of change forces begins and ends with the individual classroom teacher, for it is here that theory and models end, and practice begins. A whole galaxy of potential change forces spin around that individual teacher.

POTENTIAL FORCES FOR EDUCATIONAL CHANGE



VISUAL 3

Each of these forces has varying degrees of capability in working with the first three elements of change - research, development, and dissemination. To implement change, each force needs to work at what it can do best, respecting the contributions of the other members of the galaxy. No one force has all the answers, and no change happens until that teacher at the center implements it.

(Refer to Visual 3)

1. Students as a Force for Change. Elementary school children in the fifties and sixties sat still so the teacher could teach them. The teacher stressed factual course content. He followed the curriculum guide and the textbook at a standard pace. Differences in learning styles were largely ignored as was the need for alternative media. If the student couldn't keep up with the class, he was expected to study "harder" or admit he was lazy. Everybody was to be prepared for the test at the same time, and the test was all-important. Grades were largely determined by how well the memory worked, and high grades meant you would succeed and go to college. Low grades meant you were stupid, of little value to society, and probably destined to be a service station attendant or become employed in a similar occupation. Goals were established by the teacher who may or may not have articulated them.

A generation of students took this educational regime through elementary school, on into high school, and, for at least 30 percent of the original group, right on into college. They are graduating from college now, and a disturbingly large

number of English majors are pumping gas. Would-be engineers are on assembly lines. Prospective social workers are on welfare. The United States is an enormously productive economy, even in recession times, offering at least 21,740 different jobs to a record 82 million workers. Careers are looking for people, and people are looking for careers, but the two forces frequently don't meet. In short, the general education plan for all (including post-secondary degrees) has worked for some, but is a hollow promise for others.

As a change force, students are now taking a more active role as disseminators. Many obviously lack contact with Research and Development (R & D), therefore, they sometimes fail to come up with much worth disseminating. But can we blame them? They feel something is tragically wrong with the system including much of what is now disseminated in the name of college entrance requirements, as well as the way it is disseminated. They are communicating to the teacher the need for more teacher-pupil planning. They are demanding more attention to their personal needs. They are questioning the sincerity and dedication of teachers who refuse to come out from behind the attendance record or the lesson plan and face them in so-called "rap" sessions.

This is all having a profound impact on the teacher. For some, the student change force is a threat. Students are regarded as cheeky, and lacking respect for authority, all of which only serves to heighten student-teacher hostility.

For others, the student change force is bringing new insights into the role of the teacher.

The aim of a good teacher is to become unnecessary. Not many teachers can bear to admit this, and perhaps that is why not many are really outstanding. But there are some who implement student change forces because they are open to change. Their attitude shows it. They make sparing use of the lecture method. Instead they are open to individual student confrontation and communication. They listen for the student's meanings and respond as best they can and as honestly as they can. They find time for this, perhaps through less telling, and more listening and interacting. It takes an innovative, even courageous teacher to leave himself open to this kind of fluid environment, particularly when he may lack the psychological training, or the stamina, or the willingness to expose himself to this "think on your feet" atmosphere. It takes an emotionally secure teacher who is willing to trade a part of the security of the textbook and the lecture for such personal confrontations. I say "a part of the security" because such a teacher-leader must still manage to satisfy the sometimes stultifying number of state laws, college entrance requirements, local mandates, and achievement tests prepared by outside groups, any one of which is reason enough for a teacher to claim, with some validity, that the more open, receptive learning environment is too demanding.⁴ The fact that teachers are creating this kind of learning

⁴Donald H. Delay and David Nyberg, "If your School Stinks, CRAM It". Phi Delta Kappa, February, 1970.

environment is the remarkable thing. Nothing happens until it happens in the classroom; therefore, in the final analysis, educational change begins and ends with the classroom teacher. All other change forces are merely fingers pushing against the balloon. When, and only when, the teacher accepts change, and adjusts to a new configuration, have we arrived at that last step in change adoption. Some teachers have an almost intuitive sensitivity to the need for change and can adapt to student change forces using their own inner resources. Others, and I suspect most, require varying degrees of exposure to outside-of-the-classroom forces.

2. School Administration as a Source for Change. The teacher's first and most frequent contact with a change force outside of his classroom is no further than his school administrators. With the possible exception of students, the administrator excels everyone in disseminating the forces of change, including rules and regulations (Federal, State, and local), and in overseeing and attempting to secure implementation. The local administrator hires the teacher, establishes goals and criteria for measuring the teacher's performance, motivates the teacher, compensates the teacher, and is a bridge between district, State, and Federal levels of school administration.

A good administrator, like a good teacher, is knowledgeable and involved. He is knowledgeable about what he can legally do about his students' and teachers' requirements. He is sensitive to the needs of the forces of change on either side of him. To be knowledgeable is no easy task in these times.

He is involved when he shows that he cares not only about rules and regulations (which he must) but also about motivating and encouraging his staff. In short, he is a leader who is literally in the middle of the ring. It's a tight and uncomfortable spot. The pressure is always there, and the demands are high. It takes perspective when opposing forces use his office as the focal point of a squeeze play. That we have so many truly outstanding school administrators who are knowledgeable and involved, surrounded as they are by inadequate budgets, community pressures, referendum defeats, cutbacks, and lack of staff is the truly remarkable thing. Perhaps it takes adversity to bring out the best in people.

There are a few administrators who can't stand the heat. Some have sense enough to get out of the kitchen; others hang on, immersing themselves in "law and order" issues, such as seeing that fires are not set, that one student does not knife another, that children are not pushed down a flight of stairs, that drug traffic is controlled, and that vandals are apprehended. This is not to deprecate the importance of maintaining "law and order." It is vital and without it, there is terror rather than education. But I question the administrator who complains that he has time for nothing else but putting out fires in order to keep the system operating at a tolerable level. Such an administrator has lost his value as a force for change.

School administrators can be used to effect change when they maintain close contact with teachers and students, when

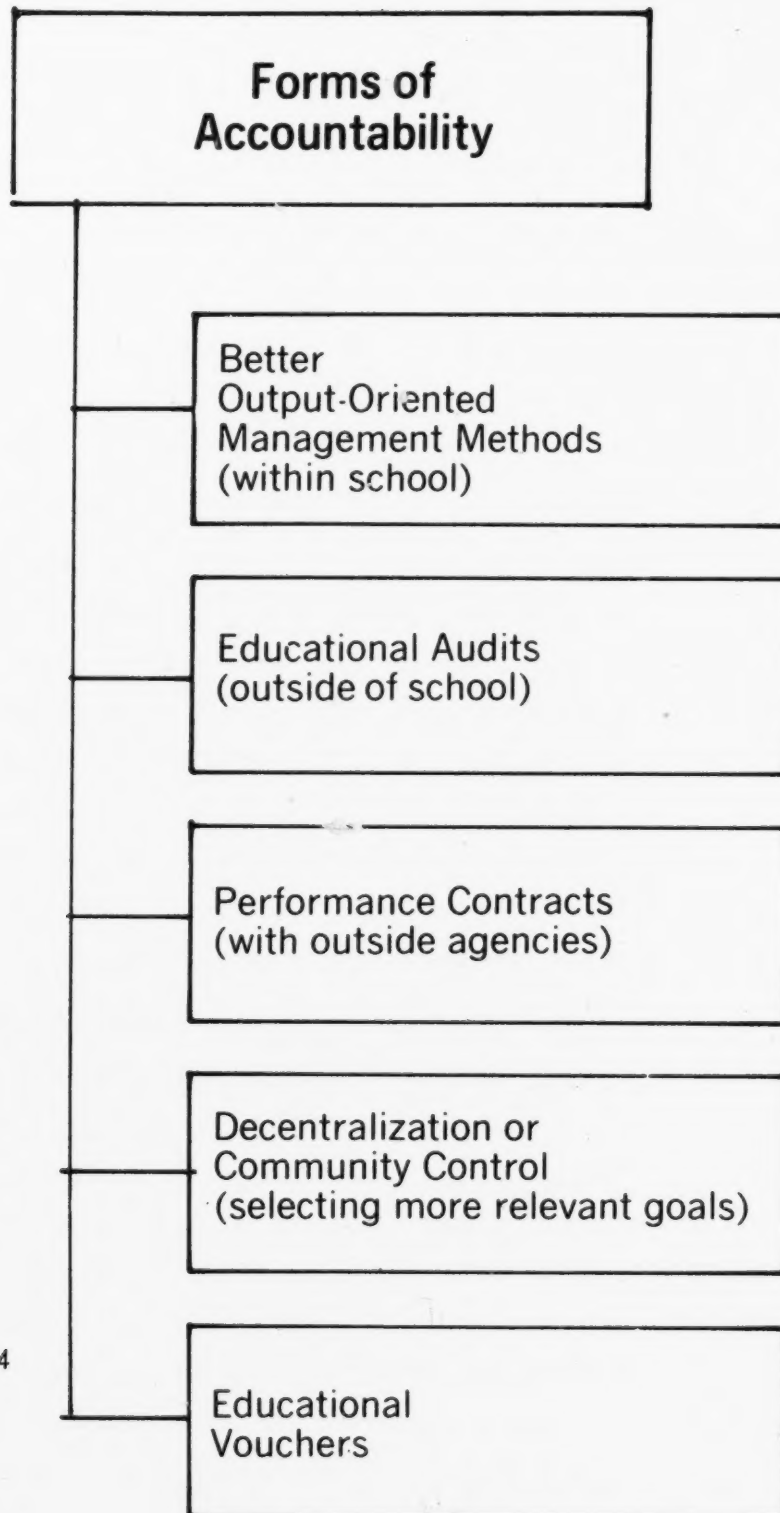
they are fully aware of what they are legally empowered to fund and implement, when they have the courage to try a new course, and when they have the experience to develop a fundable proposal. More administrators are employing a project proposal writer whose job it is to prepare the path for change. Such a path could lead to the use of State and Federal funds to implement new methods, to a form of performance contracting.

(Refer to Visual 4)

There are additional change forces at other levels of school administration, including city administration housed at the board of education and State supervision housed at the State Department of Education. The farther you move out of the local school and away from the classroom teacher, the weaker is the influence of school administration as a force for change where it counts - in the classroom.

3. Teacher Education as a Force for Change. The question is not whether teacher education is a force for change, since it is, but to what extent teacher educators know what they want to change, and the extent to which they choose to limit their service to preservice teachers.

A basic problem is the fact that some of the best basic research into learning has not been done in the colleges of education, which one would consider to be the logical source of educational research, but in the departments of psychology in the universities. This has created a considerable communications barrier. Happily, this condition



VISUAL 4

has been alleviated somewhat in recent years, as it has become respectable for other researchers to associate with their colleagues in the colleges of education. Historically, basic research in learning has not been a strength of teacher education.

It is the development of change, and more specifically, the disseminating of change information and techniques that form the backbone of teacher education service.

Not that all is secure in these two areas, either. Like much of higher education, the teacher educators have been challenged to produce a curriculum that is more relevant to today's teacher and a methodology that extends beyond classroom lectures and practice teaching. The overriding problem is to define what it takes to be a competent teacher, and then to establish methods, a style, and a system to lead the student teacher from where he is to where we want him to be in terms of his ability to perform in a desirable learning environment.

As schools of education grow, some tend to formalize routine to the point where the routine becomes an immoveable ritual. This is difficult to avoid in a large community where a routinized behaviour is necessary to prevent the chaos of uncertainty. The large monolithic corporations face the same problem: How do you live with rules, regulations, and procedures without stifling initiative and receptivity to change? The corporation must occasionally purge a declining market and profit

position with new management, or seek a merger partner, or at the extreme, seek the temporary refuge of bankruptcy or liquidation. Teacher education has its own form of success criteria, not measured by share of market or profits, but by a return on its investment of public and private funds in the preparation of competent teachers. To the extent that teachers are under attack, so must teacher education share in the responsibility.

Another problem is a tendency for the teacher education "in group" to engage in nest-feathering and self-protection. As rank and tenure are granted, it is only too natural to want to consolidate power, to preserve the old methods that have worked well in the past, and on which the tenured professor has established his security. Small wonder it is that teacher colleges tend to set educational goals for their students and then proceed to admit as students those who already most nearly meet these goals before entrance, and why colleges tend to serve only the most promising students, leaving to other educational institutions the job of aiding the unreceptive. This minimizes risk from potential trouble-makers or should we call them forces for change?

Pressure for change almost always stems from the dissatisfied - from individuals who think that an institution is less than it should be. Unfortunately, the dissatisfied are almost never the tenured and privileged insiders. It's the outsiders that initiate, and the insiders who react.⁵ When, and only when,

⁵J.B. Lon Hefferlin, "Ritualism, Privilege, and Reform," Journal of Higher Education, October, 1970.

the pressure for change becomes so intense, when the present position becomes untenable, when more may be lost by attempting to preserve the past than accommodating the present, that true change occurs. We would compile a rather lengthy list of changes that have occurred due to campus unrest, open admissions, curriculum changes, and black studies, to name a few, that would not have occurred without student pressure. What's wrong with a system that lacks the sensitivity to make changes before it is forced to do so?

Teacher education needs an incentive system designed to encourage change. Such a system would reward individuals and schools for initiating change that produces meaningful results. Such a system would need to be based on an easy-to-administer and easy-to-measure cost-benefit analysis.

Beyond this, a way must be found to reduce the insidious effects of ritualism and privilege by encouraging an open dialogue with the newer, untenured teachers and with students. Perhaps a leaf should be taken from the corporation's book where there is no such thing as the security of a tenure system. The individual in the corporation bases his security on performance, buttressed by monetary reward, and such corporate forms of security as pension plans, stock options, profit sharing, and at best, an employment contract rarely extending beyond five years. This creates a climate for change.

The individual and the corporation can survive only so long as both can design and produce competitively priced products

or services based on a current market need. The corporation cannot service if its hands are tied by excessive ritualism or rules of conduct based on yesterday's standards. Many feel the railroads would be in a less dismal position if both management and labor had been more alert and receptive to a changing transportation market, rather than excessively preoccupied with ritualism and privilege.

Thus far we have considered the impact of teacher education as a change force on the preservice teacher. There are many who say this is the only route to effecting real change. Begin with youth, and establish the kind of learning environment we need. The in-service teacher may be too old or set in his ways to be able to change. Such thinking is, at best, terribly time consuming. At worst, it is fatalistic, wasteful of human resources, and reveals an unwillingness to make an effort.

But much of teacher education, as it presently operates, has a dim change impact on the in-service teacher, and especially the teacher who has completed his coursework and research for his terminal degree. After this, there is an occasional workshop, a professional meeting, perhaps even a limited amount of postgraduate study.

Teacher educators should find new ways of reaching the in-service teacher, not solely by offering courses at the college (or even at an extension center) but by having the teacher-educator join the faculty of the schools, and especially the problem schools, as a practicing clinician while still enjoined to the university. A radical proposal? Perhaps. But I can't

think of a better climate for change. It would put the teacher educator out on the firing line, where if he can produce he will gain followers such as no classroom lectures, however brilliant, ever produced. This teacher educator will have turned the tables on ritualism and privilege by exposing himself to great risk. But the rewards are great. Now the teacher educator can act while the options are still open. How can a person claim to be a leader without this continual exposure to risk?

4. Legal and Political Forces for Change. Can we legislate change? Can Congress create an education act, the Federal Register spell out the operating policies and guidelines, the State's produce a one-year and five-year plan, and change automatically occurs? There are ample examples of worthy attempts to create change using these routes. The Vocational Education Act of 1963, the Amendments of 1968, the Manpower Development and Training Act of 1962, and the Elementary and Secondary Education Act of 1965 are perhaps the most notable and closest to our efforts in vocational education.

These historic acts have produced change, and there can be no question of this. In the last ten years, enrollments in vocational education have doubled, new vocational services have been identified and developed; the older services have grown and, in some cases, redirected their efforts in keeping with changing manpower requirements. New methods have been introduced or expanded to bring realism to vocational education, including simulation, directed work experience,

and cooperative training. New equipment is on hand. New or enlarged facilities have been erected. We have done an outstanding job of changing the facilities and procedures. Have we really changed the learning environment? We are sometimes challenged to document the benefits realized in return for the costs incurred. It's here that we may be vulnerable. We think our legal-political system has produced changes, but can we measure results?

In his message to Congress in March, 1970, President Nixon said:

American education is in urgent need of reform. We must stop letting wishes color our judgments about the educational effectiveness of many special compensatory programs, when - despite some dramatic and encouraging exceptions - there is growing evidence that most of them are not yet measurably improving the success of poor children in school. We must stop congratulating ourselves for spending nearly as much money on education - \$65 billion a year on all levels - when we are not getting as much as we should out of the dollars we spend.⁶

Strong words! It would be an oversimplification to attribute them to an administration that has inherited and must now support the array of education acts of the 1960s, most of which were not of its making.

⁶Richard Nixon, *Education for the 1970's - Renewal and Reform* (Washington, D.C.: U.S. Government Printing Office, March, 1970).

These words do underscore some of the limitations of legal and political change forces. The aid may be temporary. "What the government giveth, the government can taketh away," according to the old saying. The aid may not be implemented by the reformers, as in the case of the ESEA.⁷ The administrative staff may not be adequate. There may be a disinclination to monitor the program; laws and traditions may favor local control. Finally, unless these legal and political forces have their systems and procedures confirmed by media and methods from the education industry and in intrinsic changes in the teacher education community, no amount of laws and money will do the entire job. In summary, legal and political forces are excellent catalysts for educational change, but true reform at the classroom level requires a delivery system that this change force has lacked. It will take a new form of accountability and an improved system of delivery to fully harness the legal and political forces of change.

5. Professional Groups as a Force for Change. It would be presumptuous of me to attempt a full analysis and evaluation of this change force which Dr. Graham is presenting.

It is not difficult to see the enormous impact a strong professional association can and does have. We need such groups, for in numbers there is strength, not only as a lobby

⁷ Jerome T. Murphy, Title I of ESEA: The Politics of Implementing Federal Education Reform, Harvard Educational Review, February 1971.

with the legal-political change forces, but also as a force for internal change and reform. The professional groups may indeed be the best way to reach and change the in-service teacher through the impact of literature, research, and professional meetings.

But no professional group is so effective as to deserve a whitewash. Too often the evils that befall parts of teacher education - ritualism and privilege - creep in to the proceedings. Are these associations, so often controlled by college educators, able to tolerate, even encourage open criticism, and open rivalry? Are they willing to broaden the privilege franchise to include a nonprivileged class? Or is the association controlled by the oldest members of the group who continually rotate in and out of the key positions? Such associations keep inbreeding high. Newcomers are not permitted much influence. Younger members are made to feel that they are incapable of making correct educational decisions until they have much, much more experience. Are proposed writers and leaders carefully screened by the standing committees before their writings or appearance are approved, lest such upstarts propose any changes that might upset and confuse the profession, lower standards, or otherwise threaten to upset the golden age of the past?

6. The Community as a Force for Change. The community is a diverse, often disorganized, group of parents, school board members, employers, citizens, and voters. In the past their voices were all but mute. But times are changing. As indicated earlier, parents and laymen are demanding a stronger

voice in the educational power structure. Thus far, most of the demands of community groups have centered on the control of the hiring, firing, and transfer of teachers. This has predictably created some confrontations with teachers' professional organizations. A more profitable alternative might be for a board of education to organize a community inquiry for the purpose of reviewing, and creating a written philosophy, for the effectiveness of schools in their district. This could redirect laymen's efforts into assessing whether the teachers and administrators were directing their efforts toward these publicly determined ends. In short, the lay community is now a force for change, but it could be an immensely more powerful force if its energies were concentrated on the creation of a design for school operation and then followed by the dissemination of a plan to achieve this design.

The employer has long been an enormous force for change. He has an operational design, and he effects change through his participation in cooperative training programs, in apprenticeship programs, and as a member of the school advisory committee. So successful has this force been that some employers may be overwhelmed by school coordinators seeking training stations while others are scarcely contacted. The 1968 Vocational Education Amendments have put a renewed emphasis and funding behind cooperative programs. Certain out-of-school programs such as the NAB, JOBS, and a diversified assortment of work experience are all putting the onus on the employer to develop job skills, and, in some cases, job readiness.

In recent years, the employer has become such an enormous force for change that he has felt the pressure for carrying a heavier load as a partner in the education process. Is there a limit to what he can reasonably be expected to assume as a partner in vocational training? A still deeper question, is to determine under which circumstances and to what extent the employer can deliver a superior program of vocational education.

7. The Education Industry as a Force for Change. The education industry has traditionally viewed its role as a disseminator of information. In the days when each educational publisher produced a few textbooks each year, and the leading ones tended to form the backbone of the curriculum guide, everything was neat, orderly, and unrealistic. The educational publisher was often the last to receive the word on the implications of educational research, and this was a shame, for they have always been in a key position to design and implement new learning systems. We can no longer afford to wait 20 years, the traditional time lag between the development of a research prototype and its implementation in the classroom. There must be better communication between the research groups and the commercial publishers in the business of education. But, beyond this, the educational publisher must redefine his own role to determine how he can best serve as an effective agent for change - and, hopefully, with a reasonable expectation of making a profit in the process. This is no enviable job. It entails far more risk than most publishers

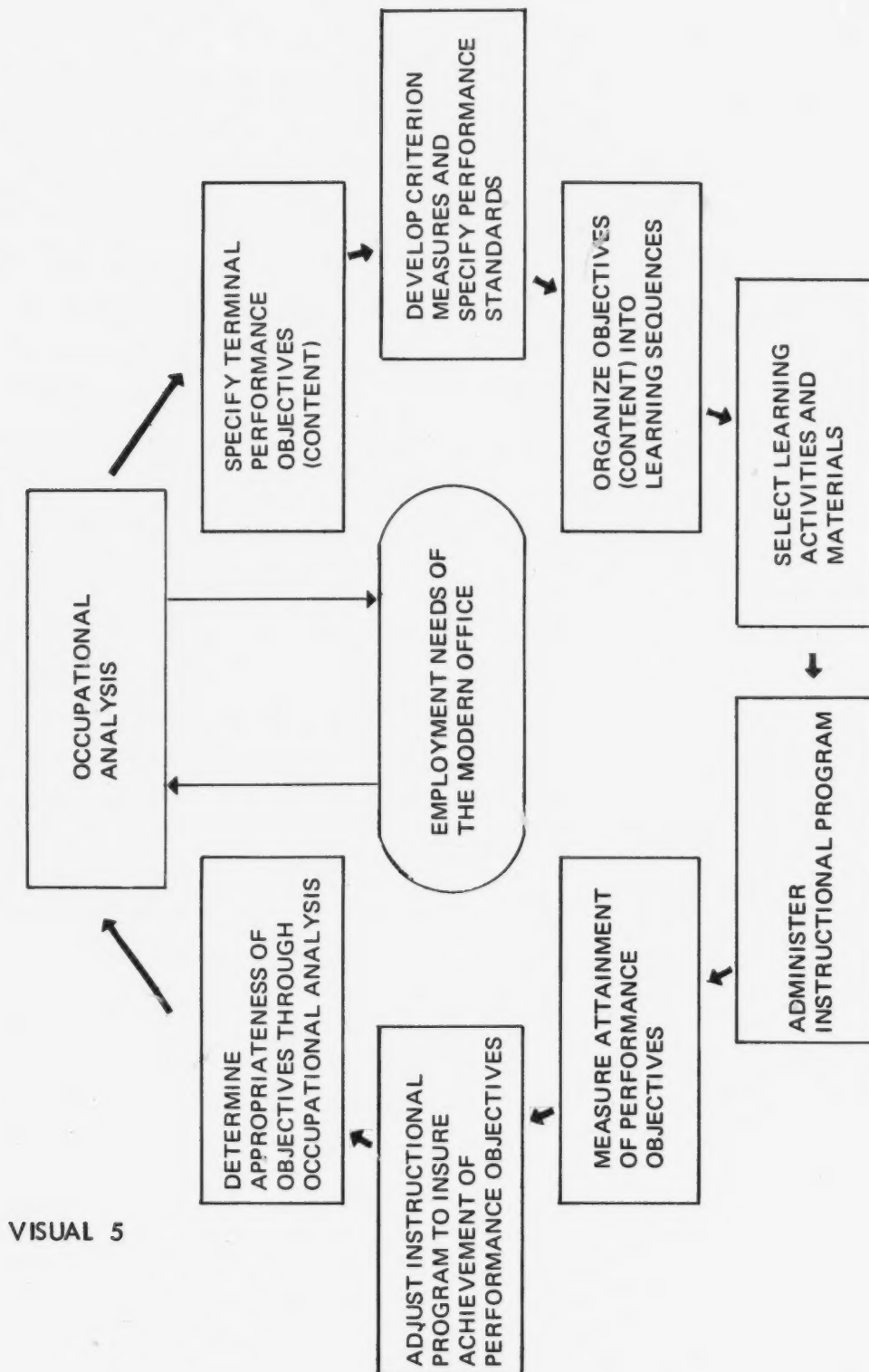
would care to admit, and it's small wonder that many educational publishers are unwilling or unable to invest their full resources in the educational technology that is now developing around us.

The education industry's capacity to effect change through the design and dissemination of learning systems is important, but the industry's capacity to make change is by no means limited to learning systems. It also includes teacher education, school system management, academic performance contracting, on-the-job performance contracting, and commercial school operation. In a sense these latter capacities are all related to the design and development of an efficient learning system, for without this, those other capabilities would be empty promises.

(Refer to Visual 5)

The fact is it takes a lot more than an author and an editor to produce a vocational learning system. It takes a whole new array of resources to get into this game called educational technology. What are some of the capabilities required? The more obvious ones are:

- a. Developmental research
- b. An understanding of behavioral psychology
- c. Subject-matter competence
- d. Equipment competence but machine independence
- e. Broad marketing operations
- f. Systems analysis experience



VISUAL 5

- g. Money to invest over a long period of time
- h. Good management.

8. The Education Industry's Capacity for Research and Development. Strong research departments have been one of the strengths of many of the industrial firms that have entered the educational business, while bona fide research has been notably absent in educational publishing. How important is it to the applicational of technology to vocational education? Our view is that pure research, which here would primarily be research in learning itself, need not be done by the business firms themselves, but that they must be prepared to do a great deal of developmental research towards the creation of specific products or systems - or to give it a less dignified designation - experimental product development. Given the objective of creating an innovative learning system, the early steps would include at least the following:

- a. Research in learning, on which new instructional strategies can be based,
- b. Experimental applications of this research in the form of methodologies, e.g., graded versus ungraded primary education, or other changes between the teacher and the learner,
- c. Experimental products to implement the experimental strategies, e.g., programmed books,

- d. Research to develop entirely new types of products, e.g., computers to apply programmed instruction,
- e. Subject-matter or skills analysis to determine the content of units of instruction, or what to teach and in what sequence, to whom,
- f. The production of models for field testing, and
- g. Add evaluation under conditions that approximate the real world of education.

Of these seven steps, the first two and the fourth come closest to being true research. The first two are clearly the responsibility of educational researchers in universities and other non-profit organizations associated with education. While we wish more power to any business firm that undertakes these steps, it may not be the best allocation of resources for either education itself or the stockholders of the business. The fourth step could well be the responsibility of university research groups, but in fact it has largely been carried out by business firms. The most expensive research towards new types of educational products has been in the computer field, most of which has been done and paid for by the computer manufacturers, particularly IBM. (Consider, of course, who would have paid if computers for education had the same priority as jet engines for defense or air buses.)

None of the other steps can realistically be called research. Instead, they are either basic decision-making to determine

the scope and sequence of instruction which is largely, but not entirely, the responsibility of educators, or else experimental product development and testing which is largely, but not entirely, the responsibility of business. Thus, it appears that the capacity to do pure research is not of critical importance to the companies pursuing educational technology, but that the willingness and ability to experiment and test is critically important. Some firms have this ability to a greater degree than others. Some clues as to their relative abilities can be seen in the degree to which the firms have been willing to create new product lines that have the potential to make their own proven and successful product lines obsolete.

9. The Education Industry's Capacity for Dissemination. The power of the education industry to disseminate new applications of research and development work in vocational education is very great, and in fact, remains the chief means by which new techniques for teaching and learning reach the teachers and students. Properly used, this dissemination or marketing capability can make an important contribution to education. The problem is to influence it without controlling it.

Schools, colleges, and other educational institutions are entirely free to buy whatever teaching and learning systems they consider best suited to their particular needs (subject to only the limitations of local economics and occasional forms of local censorship). Any attempt by a national agency to influence or control these local buying decisions would clearly

be a violation of our policy of State and local responsibility for public education. Therefore, it may be more effective to influence the sellers than the buyers, and we suggest that this can be done through the development of standards for both the development and representation of education products.

The need for selection criteria was not so great when the choice of teaching-learning materials was limited largely to textbooks. All teachers, when they were students, have used textbooks and subsequently taught from them when they became teachers and have a generally adequate frame of reference from which to make wise selections. However, newer and less conventional forms of teaching and learning materials and systems present teachers and schools with the problem of making choices without adequate frames of reference. Teachers who know what to look for in textbooks find it difficult to evaluate programmed materials, and even more difficult to decide whether or not equipment-based learning systems are appropriate to the needs of their students.⁸ Thus, the development of the new instructional technology carries with it the growing need to help educators make wise purchasing decisions.

We feel that the best solution to this problem is for the producers of vocational education materials and systems to develop standards for the evaluation of their products, and for education institutions to insist on being given the data derived from field testing. Ideally, each new instructional

⁸Harry Huffman and Edward E. Byers, Writing Performance Goals: Strategies and Prototypes (New York: McGraw-Hill Book Company, 1971).

program should be designed around a carefully developed set of behavioral goals; that is, each program should be accompanied by goals that state what learning it plans to facilitate, for what kinds of students, and under what conditions. Each program should be tested in actual classrooms during its formative stages in order to measure its effectiveness and to determine how it can be improved. The detailed statement of behavioral objectives and the field-testing data should be written in a technical manual. The manual would help potential users determine how closely the objectives of the program match those of the school and students for which it is being considered, and the data would provide reasonable evidence as to its effectiveness under specified conditions. Technical information of this type is commonly provided by the publishers of standardized educational tests, and there is no reason why it cannot be supplied by producers of instructional systems. Some, in fact, are beginning to do so.

This approach to evaluation would help the producers to maintain quality control and the schools to make intelligent buying decisions. Further, because it would be a form of self-policing, it would leave both educational companies and schools with a maximum of independence. It would avoid the pitfalls of using some central agency to monitor either the production of instructional systems or the purchasing decisions made in education.

However, it is unlikely that this ideal state will be reached in the near future. The cost of evaluation is so high that

education industry companies may be slow to undertake it on the scale suggested here, and the technical problems of evaluation are probably beyond the present competence of all but the most sophisticated producers of instructional systems. Therefore, it would be highly beneficial if some combination of pressure and assistance could be applied to the problem; and we see this as another highly useful function of this Workshop.

MANAGING CHANGE

What is the present state of the art of managing change? It might be helpful first to identify some of the change levers and change tactics which have been employed. Next, we can turn to that model of the competent teacher in an effort to measure our present position against where we want to be. Certain strategies are suggested for closing the gap between where we are and where we want to be. The latter will be a suggested plan for communicating with the disseminators and implementers in the hope of gaining a favorable acceptance of change.

- I. Where We Are Now. Perhaps our present position can best be described as aware. Educators are aware of problems. Efforts have been made to identify them: functional illiteracy in too many of our young school dropouts; lack of job preparation; inadequate social skills; little emotional preparation for the transition between school and work; inadequate housing; poverty; and prejudice. Add to this an inadequate manpower delivery system, an outdated curriculum, antique teaching methods, and a shifting value system, and we have the perfect climate for change.

Not only have efforts been made to identify the problems, but also solutions to these problems have been proposed, some in the form of new education acts, others in the form of new educational designs.

The new education acts are now well known to each of you. You have heard about or assisted in the development of most of the new designs, too. Early efforts at a new design may have been more panaceas than honest-to-goodness solutions. A decade ago we were told that we could individualize instruction (and make it more relevant, too) if we employed a variety of audio-visual aids such as filmstrips, motion pictures, and recordings. Later came the teaching machine and programmed instruction. Do you remember the claims? Programmed instruction was the solution for all, including students who had left school and wished to upgrade their skills. For a time, teaching machines were sold door to door, and large home-study schools embraced the concept. The various education acts and their money attracted the hardware merchants in the middle sixties and we saw an amazing variety of equipment suddenly appear in the schools -- projectors, labs, carrels, transparencies, controlled readers, even computer terminals for computer-assisted instruction. By itself this educational hardware is neither useful nor wasteful. With a plan such as the following model, such hardware could be implemented in a true learning system. In such a system, the teacher becomes a true director of learning, free to diagnose, evaluate, make decisions, select alternatives,

(Refer to Visual 5)

and interact with the learner on the highest level of intellectual, esthetic, and ethical objectives that are the essential ingredients of a humanistic curriculum. Without a plan, or without some detailed homework and planning before the equipment is purchased, the hardware is an isolated device. In such an environment, some teachers see the hardware as a threat to their job security. To some teachers the machines conjure up images of cold and impersonal things manipulating our children as rats are manipulated in a laboratory. To others, the machines are a haunting reminder of Huxley, Orwell, and others who painted a frightening picture of humanity at the mercy of machines. Emotional reaction? Perhaps. But is it any wonder that you can find much of this hardware collecting dust in a remote school closet?

As we neared the close of the 1960s, we experimented with modular scheduling, individualized programmed instruction, smaller classes, larger classes, homogeneous grouping, educational parks, performance contracts, and educational vouchers, to name a few. Innovation is all around us. Or is it? Is this innovation really reaching and affecting the classroom teacher and encouraging a different student-teacher environment? Or is much of this an over-emphasis on externals, without any real innovation getting through to change teaching attitudes and learning styles? It's perhaps too early to make this judgement. The fact is, efforts are being made, and that is good. My fear is that we are making efforts (disseminating change) sometimes without benefit of a clear-cut design; and even if a design

exists, without adequate research to even suggest that the new design has a reasonable chance of success.

2. Where We Need To Be. If the classroom teacher is at the heart of any real change, and if we must reach that teacher before change can be implemented, just what does it take, or in more proper behavioral terms, what are the performance requirements to be a competent teacher in today's learning environment? A review of the literature, and research and observation, six essential competencies - some very, very old, some relatively new - are identified. A full discussion of this competency model will not be made at this time. This visual, however, is a summary of the competencies.

(Refer to Visual 6)

- #1. Competency in the subject matter
- #2. Competency in classroom administration
- #3. Competency in program management

(Refer to Visual 7)

- #4. Competency in managing a learning system
- #5. Competency in making instruction relevant

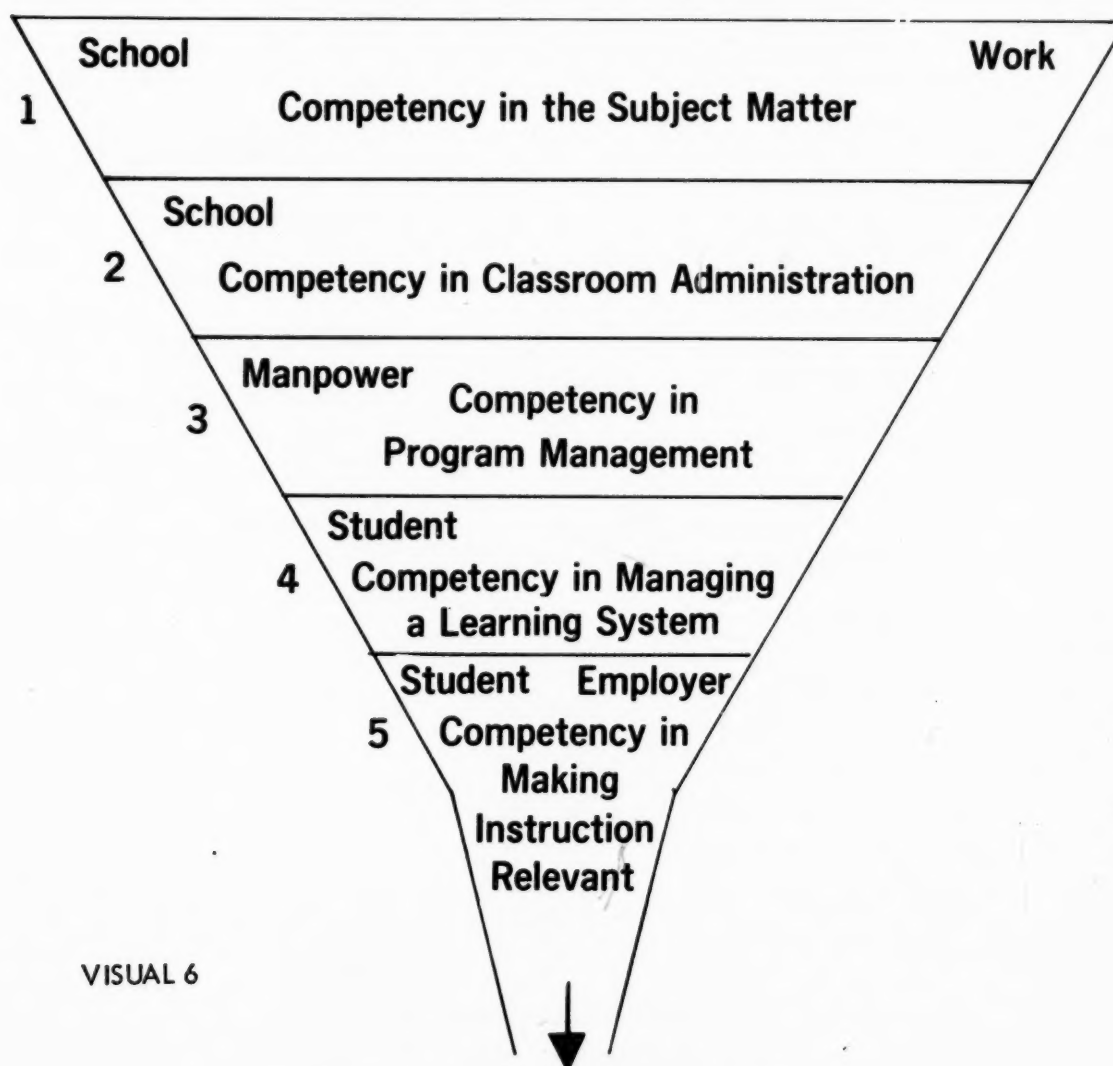
(Refer to Visual 8)

- #6. Competency in accountability

(Refer to Visual 4)

3. How to Win Acceptance of Change. If it weren't for people, we could get so much done. Ah people! Without them, there would be no need to get anything done. Therefore, if you

BROAD INPUTS-SPECIFIC OUTCOMES

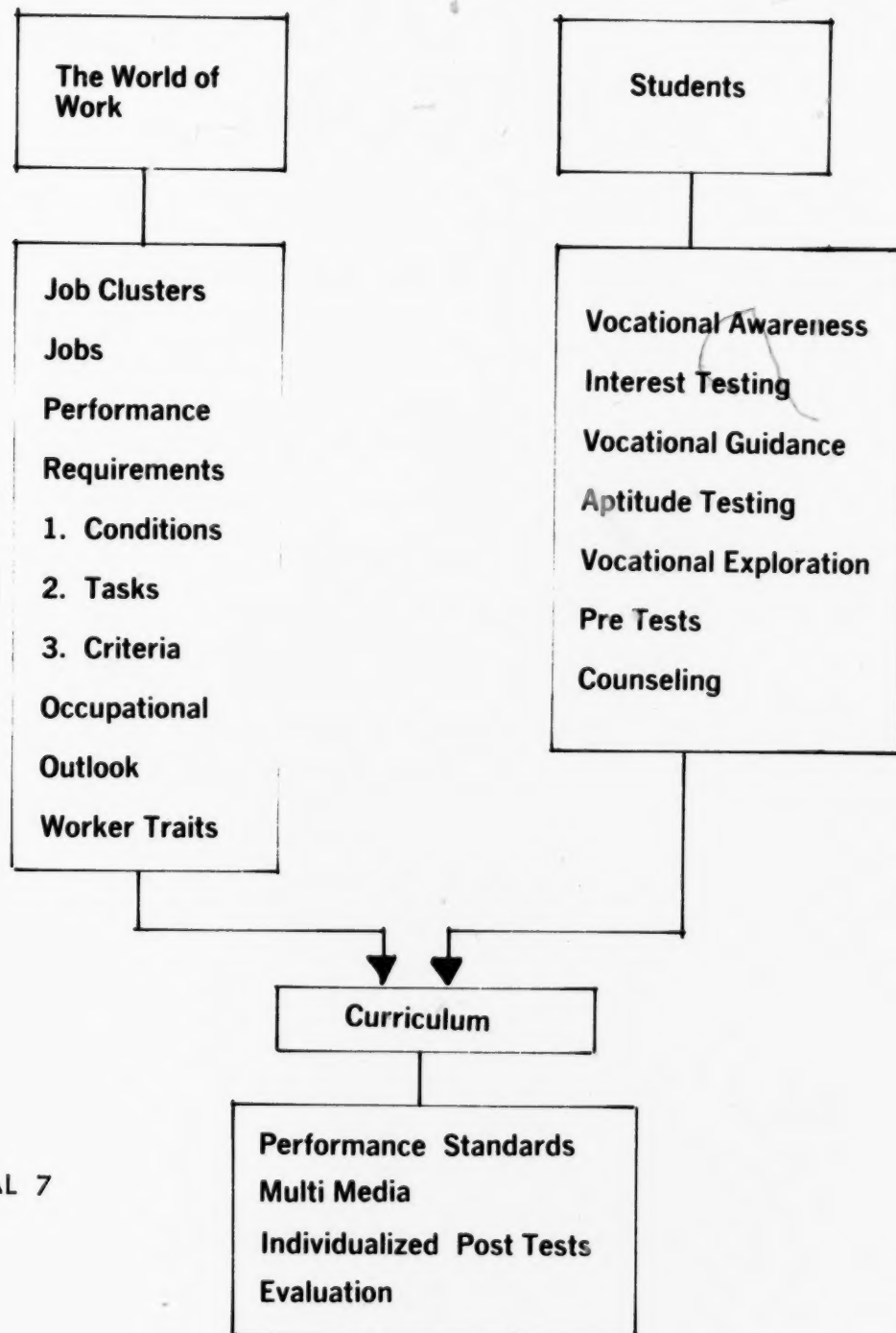


VISUAL 6

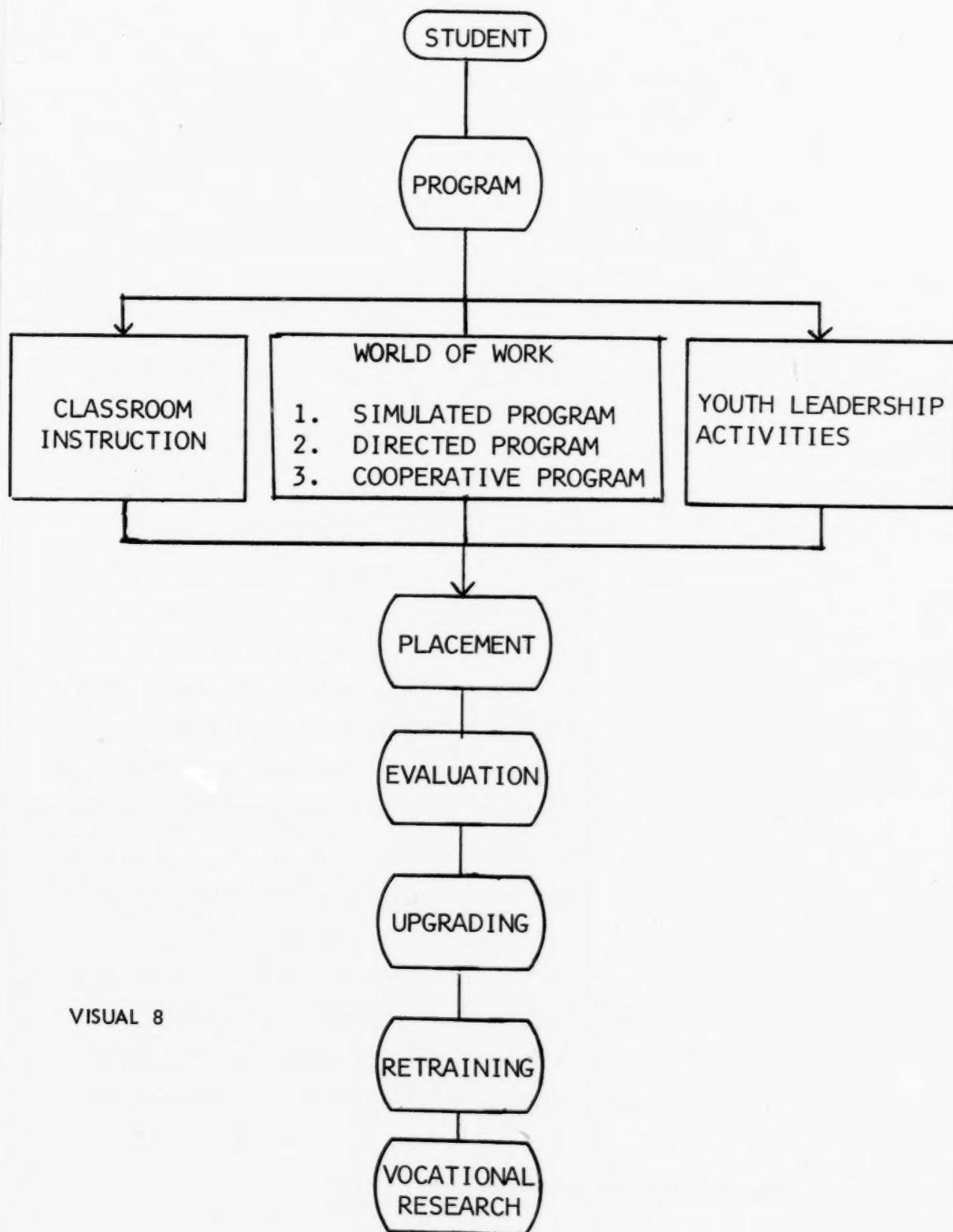
Public

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Manpower



VISUAL 7



VISUAL 8

want to make change, you had better recognize human nature for what it is. People can be for you or against you as an agent for change. It all depends on your approach. People need to be influenced, even sold on the need for change, before they will want to accept it. How do you go about winning such acceptance? Here are 12 accepted methods for successfully effecting change.⁹

- #1. Establish a change shelter. Set up various controls and pledges to protect employees from economic loss from change, and consequently, from the decrease in status and personal dignity which sometimes results from economic loss.
- #2. Share the benefits of change. Permit teachers and administrators to share in benefits which result from change. This approach uses positive motivation to counteract negative resistance. For example, some performance contractors have used incentive pay, and others have used trading stamps as a method of sharing with the instructor a more productive teaching-learning environment.
- #3. Communicate. Once change is determined, it is essential to communicate the details and the reasons with everyone on the staff. People tend to fear that which they do not understand. The full story, both bad and good, about the change should help allay their anxiety. Before change can be fully accepted,

⁹Donald H. DeLay and David Nyberg, loc. cit.

both logical and emotional reasons for the change must be understood and accepted by those affected. Even though change will affect only one or two in a work group of ten persons, all of them need to know about the change in order to feel secure and maintain group cooperation. The sad thing is that communication is often weakest at the very time when the change agents are attempting to implement change.

- #4. Change sparingly. Sometimes the experts and technical specialists get carried away with the need to introduce change. Some of it may be vital; some of it may be trivial and unnecessary. Individuals can tolerate only so much change, and if they are bombarded with irritating small changes, they will be less apt to accept major changes.
- #5. Involve teachers in the planning stage. Such involvement accomplishes several things:
 - (a) It helps those involved to understand the need for a proposed change,
 - (b) It gives teachers confidence that the agents of change want to work with them,
 - (c) It may improve the design of the change plan, because it uses the ideas of those most acquainted with the operation of the classroom,
 - (d) It helps those affected to feel that they had a part in setting it up (change is easiest

when the pressure for change comes from within the group);

- (e) It sometimes stops poor change plans; and,
- (f) It broadens the outlook of teachers who are a part of a larger administrative unit.

- #6. Keep the need for change impersonal. Stress the problem rather than the personal opinion. People tend to resist the change agent who says, "I have always felt teachers should not be permitted to leave their classrooms during study periods, and tomorrow it will not be allowed".
- #7. Introduce the change as a trial. "Let's try this and see how it works" rather than "do this" involves teachers in proving the effectiveness of an idea. The change agent avoids giving the impression of arrogance or of having taken a cavalier approach.
- #8. Watch timing. When a group is already upset and insecure, its resistance to change tends to be greater also. At these times even trivial changes may cause overt resistance.
- #9. Involve the union early. Most teachers' unions support the idea of technological change as a matter of policy. But that doesn't mean they will necessarily "buy" change unless they are involved and sold on it while options are still open. Where union-management relations are sound, the union sometimes assists in reducing resistance to change.

- #10. Sell parents. Change plans have failed because this step was overlooked. Use the media to communicate with parents. Give them all the details. Invite their reaction while the plan is still in the design phase and when there is time to make adjustments.
- #11. Sell the community. If the change takes money (or if the local newspaper is covering it) the voters will form an impression of the change. If the impression is positive, your chances of support are enhanced. If communication with the community-at-large is poor, don't be surprised if the referendum is defeated. Even if no additional money is at stake, trouble may still arise, simply due to a lack of communication.
- #12. Sell the students. If student-teacher planning is sound, student involvement in the intended change is sound, too. After all, the change is intended to benefit them, either directly or indirectly.

Teachers tend to resist change because it upsets their patterns of adjustment and threatens their security. Their resistance is primarily due to the formal and informal social adjustments they must make, rather than to the technical aspects of the change. The agents of change will make greater headway if they attempt to restore and maintain the group equilibrium and personal adjustment which change upsets.

THE ROLE OF INDUSTRY IN A COMPREHENSIVE VOCATIONAL
EDUCATION PERSONNEL DEVELOPMENT
AND UTILIZATION SYSTEM

John F. Connors

Director, Manpower Development
Martin Marietta Corporation
New York

Introduction

It was J. M. Rice, usually credited as the first person to note and write about what eventually became known as the progressive movement in American schools, approximately 80 years ago, who asked whether more talent or more training was needed to improve the illogically pursued and even harsh teaching that was being done in schools throughout the United States. After some study of the matter he decided that more, broader training of teachers was needed and that school development and the development of school personnel needed assistance from the concepts of scientific management. Mr. Rice said, ". . . the school is as the teacher, and consequently the advancement of the schools of any particular locality means practically the elevation of the standards of its teachers."

Dr. Albert Yee of the University of Wisconsin, referring to that statement, said that it would, "be a truism but for a continuing lack of implementation." Dr. Yee, in an article written for Educational Technology, proposed that we turn to an attempt to eradicate Rube Goldbergian systems from the process of professional preparation of teachers.¹ Just as Mr. Rice did in 1893, Dr. Yee asked for the introduction of systems management into the business of

¹Albert H. Yee, "Teacher Education: Rube Goldberg or Systems Management?" Educational Technology, September, 1969.

educating teachers to carry them to the level of true professionals in their craft. He called for:

- (1) An effective screening function to determine who will, or will not, be admitted into the teacher training system,
- (2) A diagnostic function to enable teacher trainers to discover the needs and interests of teachers-in-training (something the author does not see being done today in the production line which turns out teachers), and,
- (3) A predictive function which will allow for a reasonable estimate of a student's probable success as a teacher.

Dr. Yee called those three functions his input component. In the article he went on to describe an operations component that provides development of a product "by manipulation of the input according to a purposive design," an output component that would provide "release and distribution of the system's products for use by others," and a feedback component "to supply control and guidance to the other components." Yee then summarized that his input component would deal with the screening, selection and orientation of students; his operations component would be concerned with the teaching-learning operations, mainly on campuses of teacher training institutions; the output component would provide extensive clinical experiences in schools and close relationship between student, school personnel and teacher educators; and, finally, the feedback component would presume a continuous evaluation of systems processes and student progress.

Dr. Yee's premise was that the systems approach for some years has been an effective one in analyzing, developing, and bringing as close as possible to perfection the organization and machine systems in modern industry and business, governmental operations, and in scientific and technological projects. He suggested that it also should be applied to educational operations. In this he agreed with at least two other exponents of the systems approach in education: R. M. Gagne, editor of Psychological Principles in System Development, and H. Lehmann, author of the article, "The Systems Approach to Education" in the 1968 edition of Audiovisual Instruction.

I have spent the past fifteen years in industry where the systems approach has been effective. I have also spent at least that much time in education where I have observed evidence of the breakdown in efficacy of time-worn teacher training methods. I agree, in principle, with Dr. Yee's proposal for the introduction of the systems approach to professionalism in teacher training. The position taken in this paper, however, will be oriented less toward the matter of the basic problems of teacher development than it will toward the consideration of problems associated with the professional development and advancement of teaching personnel who have already either successfully survived or avoided the Yee systems plan.

There are probably many reasons why industry and industrialists should have concern for and support the concept of a comprehensive development system for personnel in vocational-industrial education. Unfortunately, there are probably just as many reasons why industry and industrialists seldom evidence the expected level of concern or the expected level of support for a comprehensive personnel development system. Not the least of these reasons is that hardly anyone in industry has the remotest idea of what is involved in this movement. No less than 50 people, representing at least

35 separate organizations, in business and industry were spoken to prior to the preparation of this paper. My quick survey extended the length of the eastern seaboard and to locations as far west as Pittsburgh, Chicago, and St. Louis. These were people from organizations who regularly use the products of vocational schools. Some of them employ the teachers in summer programs. Yet no one had ever heard of a comprehensive personnel development system.

So the introduction to this paper must emphasize the fact that after many years of lip service to the task of developing a close business-industry/ industrial-vocational education alliance, neither side seems yet to have found a way to break the communication barriers which prevent effective mutual assistance. However, recognizing that there is concern within industry for the concepts that a comprehensive personnel development system seems to embrace, and that vocational education personnel seem to want and need the concern and support of industry, perhaps this paper may pry open a few doors, in some small way, to the arena of mutual assistance.

CAN WE BE PARTNERS?

A year or so ago, an issue of *ASTME Vistors*, the journal for manufacturing management, contained an advertisement which consisted of a picture of a newly-constructed bridge. However, the two parts of the span extending from both shores of the river it crossed failed to meet at the center. The east-to-west portion of the span was shown about six feet below the west-to-east portion. Two groups of construction men were shown standing at the end of each portion with quizzical, concerned expressions on their faces, and one of them was puzzling over the blueprint that obviously led to the development of the uniquely magnificent, nevertheless useless, structure.

This picture of failure which was the result obviously of the well-intended efforts of the bridge workers working in both directions so as to complement each other's work, came to mind as preparation of this paper began. With the picture of the step-up (or down) bridge and the subject of the paper in mind, the desired vocational education and business-industrial partnership seemed to be somewhat analogous to that of the two groups of bridge builders whose objectives were obviously just enough at odds with the requirements of the situation to have created failure. A bridge with a six-foot step in the middle has to be considered as something less than an effective traffic artery. If you're driving an automobile or a truck or pushing a baby carriage, it doesn't make much difference whether the step is up or down, it's still an impediment to achieving your objective of getting from one side of the river to the other.

When we speak of the concern or the nature of the concern that industrial firms or groups of firms should have for a comprehensive personnel development system or of the role which industry should play in a comprehensive vocational education personnel development and utilization system, it seems to me that we are indicating the presence of or the value of some kind of partnership or alliance between industry and vocational education. For years the existence of such an alliance has been taken for granted. It is my opinion that if the alliance exists at all, it's a rather tenuous one. Neither group has ever done as much as it could either to show the importance of or the necessity for the alliance nor to promote such an alliance with significant vigor. Industry cannot or will not play the role expected of it in the vocational personnel development system until or unless a way is found for it to better understand what that role is or should be. What is called for, if industry is to play its expected role effectively, is the creation of a strong, mutually sought-after partnership between business and industry on the one hand and vocational education on the other.

It is not the intent of this paper to show that no evidence of a partnership exists. But there is certainly evidence all around us to show that the partnership is not strong enough to establish industry as much more than a silent, almost non-participative partner. That being so, both sides must accept some of the censure for the condition. Throughout the country there are oases of common partnership effort here and there, but much more is needed. Educators must look at the problem in its correct perspective. Business men and industrialists have myriad problems of their own in association with the development of personnel and the effective utilization of manpower. It cannot be expected that they will automatically turn attention to the solution of similar problems elsewhere. But there are basic, existing, impelling reasons why business and industrial leaders should be interested in the creation of a strong partnership with vocational education in the area of a comprehensive personnel development system. A few of these reasons are:

- (1) Industry uses the products of the vocational education system, therefore, industry must have a continuing concern for the quality of instruction in the system,
- (2) Industrialists and their employees have sons and daughters enrolled in vocational programs, hence a personal concern for the overall quality of the teaching cadre must exist, and,
- (3) Business and industry in today's world can seldom afford to assume a head-in-the-sand role on any issue relating to the common good.

The partnership, then, is something that not only might be deemed important of accomplishment, but also it appears to be warranted by virtue of common interests.

How then do we set about establishing a type of alliance which will lead to industry's demonstrating a willingness to assume its appropriate role in a comprehensive personnel development system and other systems related to the implementation of quality of vocational/industrial education?

LEADERSHIP

Educators in the vocational system and industrialists, almost separately at times, have tried to organize and implement, within their own ranks, efforts to develop people, utilize them effectively, provide job satisfaction, and to insure achievement of goals. Each group has been resolutely unaware of the other. Each has seen itself as a motivator with its own parameters. Each has built half of a bridge intended to take man into a heralded future on the opposite shore. And now in the year 1971, vocational educators and industrialists have apparently succeeded, albeit unintentionally, in completing a bridge to partnership only to discover that their common goals are really at the intended jointure of two spans which actually have missed the objective. Why? Let me propose that the missing ingredient that might have effected jointure of partnership effort, at this point in time, is effective leadership, in something which obviously was lacking much as it was in the efforts of the two unsuccessful groups of bridge workers.

At present it may be too late for people in industry and in vocational education to find leaders in their respective ranks who can raise or lower the partnership bridge spans correctly. But what is needed is a willingness to turn to the task of combining efforts to develop leaders who can and will effectively guide the efforts of those who will take on the task of building future bridges.

The quality in man most needed to bring about effective partnership between education and industry, a quality most significantly absent in the world today, is leadership. In industry and in education leadership has become a concept all too often identified with a person's status, the position of the organization box in which his name appears. Leadership seems to have lost its identity with the requirement to influence people to accomplish results. In the academic world the concept of leadership has never been sufficiently emphasized. Experience has shown me that the aspect of leadership has been overtly sublimated to the routine of orderly procedure. Especially, this was done in the area of vocational education where the instructor's background and lack of personal developmental drive left him an easy prey for anyone whose objective was to stamp out leadership and creativity. As a former vocational/industrial teacher, secondary school counselor, and a member of a university faculty, I speak from the firing line when emphasizing the point that we in education have not been sufficiently concerned over the years with the importance of our responsibility to develop leaders.

A partnership which today's climate demands, and just isn't getting, is the partnership of education and industry oriented to the task of developing and utilizing leaders. Wherever we look there's a need for more effective leadership. In government, industry, education, in professional groups, in student groups, and in society the paucity of individuals willing and able to assume a leadership posture is appalling. Instead, let us consider, as educators or friends of the educational systems of the nation, the importance of interlacing our efforts to form a strong education/industry alliance with a strong, continuing emphasis on the concept of leadership.

For some time now, there has been a driving effort, in industry, to overcome earlier shortsightedness in the matter of developing leaders. Practically every business and industrial concern, places an emphasis on the

growth and development of its employees in its personnel program. Not the least important phase, in all these personnel programs, is concern for the development of individuals who can effectively:

- (1) Take over at some point in time, and at a particular level, responsibility for leading and influencing people to work toward established objectives, and,
- (2) Develop within their organizations a climate which might induce others to seek an opportunity to develop as leaders.

Some years ago industry took a strong look at the concept of leadership. Unfortunately, as Dr. Eugene E. Jennings, of the University of Michigan, found back in the late 50's the word "leadership" was often applied only to describe a variety of activities such as the work of club chairmen, society presidents, scoutmasters, playground supervisors, and politicians. Jennings said in 1961 that if you considered the common understanding of the subject you would find an enormous variety of traits presumed to describe leadership, "the list being so long that, for all practical purposes, it describes practically nothing." As a matter of fact, he says, "a half century of research on the subject has not produced a single personality trait or a set of characteristics that can be utilized to discriminate between leaders and non-leaders."²

If those of you in the field of vocational education are going to be truly a part of a partnership with industry in the development of men and women whom you may expect to take leadership responsibility within your own bailiwicks as well as in society, it's important that you emphasize to those in the development process the concept of involvement. Involvement,

²Eugene E. Jennings, "The Anatomy of Leadership," Management of Personnel Quarterly, University of Michigan, Autumn, 1961.

that is, with a purpose. Many people today, under the guise of leadership effort, get involved all right, but in an enormous number of projects and causes simultaneously. By virtue of this over extension of personal effort, they become only partially involved in any one project or organization and never have a chance to realize their full potential. Our young people today, students, teachers, and industrial employees, all of them, not just the radical sophists, need to be impressed with the importance of coming to grips with situations - not just criticizing their existence - and of playing active, aggressive roles in these situations. You may say that that is exactly what too many of them are doing. But my point is that, just as in our present adult society, not enough of them are putting on the mantle of leadership or even seem willing to do so. Too many are satisfied to stand by, just as we adults do, and hope that the "bad" leadership will wear itself out and that everything will soon be quiet again. As Jennings says:

It is only through active participation in molding events with a sense of direct responsibility for their consequences that one can achieve the personal strength necessary to live in harmony with the pressures of the organization without being absorbed by them.

In industry it's the person who is willing to get involved actively that we need. This must be equally true in the field of vocational education, else why would we be concerned at this time about something such as a comprehensive personnel development system. For some years in the industrial world, and probably an analogous situation exists in vocational education, the words executive and leader have been too seldom synonymous -- primarily because we have found it difficult to locate people who are dynamic. Efficient people? Yes, we have them. But, people with dynamism, people willing to meet head-on the harshness of the real world? No they have been too few in numbers. Why? Most likely because a comfortable existence away from the life stream is too enticing. For some years now we have been attempting within industry

by means of some effective personnel development programs to turn this situation around, and we're achieving some results. Therefore, it might be that vocational education could benefit from some of our experience. Why reinvent the wheel?

Unfortunately, in our schools and churches, and even in some of our industrial training systems, there still exists too much evidence of emphasis on the comfortable aspects of a middle-of-the-road existence. Part of the reason, for example, that the efforts of minority groups to find a place in the sun upset so many of us is that those efforts disturb our comfort. There is less bias and prejudice in this world than evidence of downright laziness, a ho-hum attitude about anything that is disturbing or anything that requires a leadership attitude.

The jolt of the space age in industry forced us to significantly revamp our reliance on the old, tried-and-true systems of training, production, quality control, and profit-seeking. In a very few short years, not only had we come up with new methods, more efficiency, better quality, and more effective training systems, but also with a positive approach to the development of leaders who could assume responsibility for the new approach. Think for a moment, if you will, about how difficult it has been in education, to effect much needed changes in recent years. Think for how many years educators have been perfectly satisfied to pull ancient, outdated lessons, projects, and ideas off-the-shelf rather than fight for the right to experiment, change, and to rid ourselves of the obsolete. The problem of leadership in the academic world never struck me so directly as it did about a year ago when I sat as an industrial advisor to the vocational/industrial "leaders" of a large eastern city. The same old concepts were being mulled over at that meeting that had been discussed 32 years earlier when I was a new teacher in a vocational system - and the concepts were 50 years old then! Over and over vocational education people have asked industry to help them in any way that industry could

possibly offer assistance. Time and again industry has offered help to the vocational education people with the kind of help it was able to give, only to see the assistance politely but firmly refused, usually on the basis of program irrelevancy. So the two groups have sulked and have failed to use their leadership propensities to seek out ways of mutual assistance. As a matter of fact, industry has fared the better because at least it gets a useable product from vocational education regularly. What, essentially, does vocational education get with similar regularity from industry?

People in vocational education and industrial people must extend themselves to the utmost to develop leaders for tomorrow. We must hold the conviction that we have a task as educators, that industry has a responsibility and that both groups, as partners, must develop leaders for our age and for the future, leaders who will recognize their responsibilities to overcome the self-inadequacies and alienations that we and our predecessors have allowed to develop as affluence and its partner, ennui, have become prevalent in the land.

Listen to a man who some ten years ago tried to answer the question: "Who will be our leaders in the future ages?"

. . . (scientific) attempts to determine exactly the traits of a leader have resulted in complete failure. In spite of this we all have a crude but amazingly efficient sensitivity to the essence of leadership and to the existence of great leaders. We can recognize (these rare men) even though their characteristics cannot be scientifically measured. The tendency today is to deny (them) any psychological room, let alone social status and organizational prestige . . .

. . . It's not that we cannot recognize our leaders today, but rather that we no longer value them as highly as we once did.

There is considerable evidence that we are existing in a society wherein the all-important individual sense of direction is lacking or missing. The

tendency generally is to avoid leadership responsibility. My generation in business, industry, and education has certainly contributed heavily to this tendency. The challenge to leaders in vocational education and business is to zero in on an effort, as Jennings says, "to revive the individual's unique powers of purposive striving and his courage to assume and sustain great risks." As members of a society that cries out for effective leadership we need to become part of a movement dedicated to a regeneration of the concept of leadership.

Present vocational/industrial education leaders have a unique opportunity to join with industry in this movement and to become successful in developing other leaders within the ranks. May I propose at this point that a significant role for industry to play in the comprehensive personnel development system movement could well be the identification and the promotion of the principles of leadership within the ranks of vocational education personnel. Industry has been studying the subject of leadership intensively for some years and has been associated in this research with many institutions of higher learning. Managers and training officers throughout business and industry could be excellent resource people to vocational/technical school personnel to conduct workshops and seminars on the subject of leadership. A significant number of teachers need some help in the development of leadership qualities which must be requisite for the professional status which they occupy.

If there is any area of endeavor which might involve a commonality of purpose between vocational educators and industrial people, it is the promotion and development of strong, effective leadership within these related communities, the academic world, and the world of business and industry. Vocational educators should call upon industry for help in this area of concern. Such help is of a type that industry can provide and would be interested in providing. But educators are going to have to ask for it, inasmuch as industry is probably not aware of education's need in regard to leadership.

THE COMPREHENSIVE PERSONNEL DEVELOPMENT SYSTEM AND INDUSTRIAL SUCCESS

As indicated earlier, industry uses the products of the vocational education system. This fact alone represents a substantial reason why industry should be involved in and concerned with the personnel development system employed within the ranks of vocational teachers. Industry is fully aware of the fact that there is a significantly high correlation between the quality of its own products and the capability of the producers. To find a similarly high correlation existing between the broad ability of graduates of the vocational system and the professional ability of the educators in the system would certainly not be surprising in any sense.

To the degree that it can contribute to the development of academic people, we may be generally assured that industry will contribute. For example, industry can react more positively to a request for help in training teachers in leadership concepts or in technical areas than it can to such questions as, "How many machine shop graduates can you hire over the next four years?" Industry has generally hedged on an answer to such a question because the vagaries of employment needs in most modern industries almost defies a reasonable answer. However, come to industry and ask for assistance in training vocational teachers in almost any area and industry will respond quite positively. That is something it's capable of doing and doing well.

Here is an example of how educators can easily turn off industry's enthusiasm for helping. It concerns a situation where an industry, although not asked to contribute, felt that it had the facilities to provide assistance in a situation involving a vocational education problem. Several years ago, schoolmen everywhere became concerned about the high rate of drop-out from secondary schools and plans were devised not only to slow down the rate

but also to bring youngsters back to school. One large corporation in the east offered to its local vocational school system a proposal involving, without cost to the system, a plan for bringing youngsters suspected of being potential dropouts into its training area, exposing them to the benefits to be derived from completing their education, having them tutored by technical people from the manufacturing and engineering ranks of the corporation, and providing them the opportunity to work occasionally on industrial equipment. Without any investigation at all of the potential value of such a proposal, the local educators rejected it on the basis that the problem of dropouts was one for the school system to solve. The proposal had even included a plan for updating vocational teachers technically and in terms of leadership training and that too, was rejected as not feasible in view of the fact that most teachers wouldn't have time for such involvement.

Earlier it was mentioned that at a meeting in a large city of vocational teachers and industrialists, the problems discussed were the same as those heard about some 30 years earlier. In the course of that meeting no less than twelve proposals were made to the schoolmen, proposals that indicated specific areas wherein industry could assist in the development of vocational personnel working in the system. It has been over a year since that meeting took place and not one call for assistance has gone out to the industries represented at the meeting. In short, at the meeting educators said, "Help us here." Industry replied, "We can't do quite that, but here's what we can do." And with that, the dialogue came to an end. Unfortunately, that's the way it has been, except for rare occasions of cooperation.

There are many things that industry can do to assist in the tasks of providing effective development programs for vocational school personnel.

These things cannot be accomplished through haphazard contacts between schools and industry. For example, several years ago a Maryland county attempted to establish a summer internship program for vocational school teachers in industry. A fine paper program was drawn up involving what was identified as a joint effort by a school system coordinator and an individual industry's training officer. Many companies in the area enrolled in the plan and took on anywhere from one to ten vocational instructors for summer training. Industry paid the instructors for hours worked. However, once the instructors were on the job that was the last anyone saw of the school system's coordinator, and the full responsibility for the welfare of the people in the program fell upon already overworked industrial training people. Traditional lack of follow-up on the part of school officials has often put a damper on industry's enthusiasm for such programs.

School systems cannot expect to accomplish anything constructive in the way of developing their professional staff simply by dumping them on industry for a summer period. Industry is very conscious of the tenets of an effective training plan - selection, training, and follow-up. When the training sponsor, the school system, fails to recognize the importance of all of these phases of a training plan, industry's enthusiasm is apt to be turned off rather quickly.

The appeal here is for emphasis on a business-like, dedicated effort on both sides when industry and vocational school personnel are planning, executing and evaluating mutual involvement in comprehensive personnel development system programs. However, a word of caution is needed. Industry over the years has become somewhat wary of involvement because of what has seemed something less than total dedication on the part of school people in the past in the matter of following through on personnel development programs. Industry needs to be courted carefully and with evidence

that its involvement is necessary and professionally appreciated if it is to become an integral part of education's people development programs. Industry has enough of its own problems along this line. It can conscientiously rule out involvement in anyone else's program if it has any doubts about the efficacy of the program.

WHERE CAN INDUSTRY COOPERATE?

It is doubtful that industry can be equally helpful in every area of effort involved in the improvement of vocational education personnel. Certain kinds of industries can provide assistance that others can't. Large industries can provide broader assistance than small ones, but small industries can often provide a very specific kind of help. Industries totally involved in government-funded projects are often limited in the amount or kind of help that can be provided because of security regulations. Therefore, the acquisition of cooperation from industry can be somewhat complex. Vocational personnel should not simply approach industry with a broad request for help. Know the industry, study it, and understand the extent of its ability to get involved. Above all, in this day and age, don't ask for the contribution to be totally on the part of industry. Selection of teachers and other personnel to be involved must be done with care so that industry isn't expected to have to deal with vocational education's problem people!

Most industries are able in one way or another to contribute to the development of vocational teachers. Summer hire programs can often be developed within companies whose production activities involve the type of work that is related to the teacher's skill. However, they should not be just an opportunity for a teacher to augment his annual income. If that is the intent, let it be so, but don't let that sort of employment have the label of training or development attached to it. Development programs must match

selection with development opportunity, provide training related to the need, and have follow-up (evaluation) that will indicate whether the training effort was effective, needs revamping, and what action steps should follow. This industrial phase of comprehensive personnel development systems has to be approached with the same care and the same amount of planning, execution, and follow-up that is involved in the teacher's basic training program.

Supervisors in vocational education systems can probably receive help from a broader spectrum of the industrial world than can any other single group. Practically every industry today has a full-blown, effective, in-house supervisory training program that involves sessions in leadership, communication, and motivation. Industrial instructors from industry are usually available for direct service to vocational school systems or they are available as instructors in adult continuing education programs in junior colleges, colleges, and universities. Many such institutions now offer courses that were designed by industrial managers or trainers and offered, some for credit, by the institutions with industrial personnel as instructors.

Within industry we have found that most problems that are identified by supervisors fall under the three general headings: leadership, communication, and motivation. Very likely the same is true of problems that develop within the ranks of vocational supervisors. In fact, it is quite possible to use a program devised for industrial supervisors, with a significant amount of success, for vocational teachers and supervisors.

Another area, in which industry can make a unique contribution, is that of evaluating an appraisal of performance. Years ago "performance appraisal" was almost a dirty expression in academic circles. We've come a long way since those days toward understanding that everyone doesn't contribute to the same degree, or to the same degree at all times; nor, perhaps,

is everyone capable of equal contribution to objectives. If everyone were it would be rather difficult for us to identify leaders, supervisors, executives, school superintendents, department directors, and program coordinators.

We in industry believe firmly in the value of trying to find the best man for every job. We think that we do a reasonably good job of selection, although we still select a lemon or two for important positions now and then. It can't be emphasized enough that an appraisal program is a must in any people organization if the fault of poor selection is to be avoided. So here is an area where industry has had years of excellent experience followed by good results. You'll find us quite willing to provide some help in this area.

ACTION STEPS

Unless we consider an action step or two a position paper is hardly more than a series of unrelated or slightly related discussions. What should we do about my comments? Let me suggest the following:

- I. We have had this Workshop now and have made a comprehensive personnel development system in vocational education a matter of some discussion among representatives of key elements in the vocational personnel development system. We came here to examine a comprehensive personnel development system as an "interlinking, interdependent and organized whole requiring comprehensive planning, management and analysis to optimally meet the personnel needs of vocational and technical education programs," as indicated in Dr. Edwin L. Rumpf's letter of April 27, 1971 to Workshop participants.

We anticipate that Workshop participants will devise steps of action for the improvement of the system and its elements. These action steps should be devised and announced, and the force of implementation placed behind them. Let's not, as so often happens after workshops of this kind, all go back home saying what a great experience it was. A comprehensive personnel development system will not benefit from our having been here unless we have some follow-up. My suggestion then is that we have a small blue ribbon committee, representing the elements of education, government and industry at this Workshop, meet sometime soon to evaluate the action steps spelled out during this Workshop and to plan for expansion of a comprehensive personnel development system as appropriate.

2. Further, once such a blue ribbon committee has made its evaluation and suggestions to participants, we should all make the effort locally to get the same kind of involvement in the consideration of a comprehensive personnel development system as developed for this National Workshop. The local scene is the action scene.
3. As the industry representative for this Workshop program I have indicated industry's willingness to contribute to the success of a comprehensive personnel development system. Now each participant in his own area must try to get local businesses and industries involved in whatever unique way they can contribute. Industry is and must be a partner in a comprehensive personnel development system if it is to be a totally successful effort. Don't, please, keep industry at arm's length.

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THE ROLE OF PROFESSIONAL ASSOCIATIONS IN COMPREHENSIVE PERSONNEL DEVELOPMENT

Dr. Nancy Graham

Chairman, Teacher Education Department
American Vocational Association
University of Arizona
Tucson, Arizona

Introduction

The planners of this meeting deserve our thanks for sponsoring this Workshop on this timely and important problem facing vocational education. I especially appreciate the fact that a paper representing both the past and the potential contributions of professional organizations to comprehensive personnel development was included. To my knowledge this is one of the few times that such an invitation has been extended to one of the professional organizations. My hope is that we will be able to identify ways for all of the organizations which employ and represent us as professionals to cooperate in the development of a relevant comprehensive personnel development system.

THE NATURE AND ROLE OF PROFESSIONAL ORGANIZATIONS

In the examination of professional organizations we start with a group of persons who are drawn together by special expertise and common concerns for the betterment of society and the profession they serve. From this origin, the underlying thread holding professionals together in vocational education has to be the aim of providing the best possible education for people in our country.

The essential nature of organizations to persons engaged in similar kinds of occupational pursuits was documented by A. M. Carr-Saunders and P. A. Wilson when they stated:

But a technique may exist and men may practice it, and yet there may be no profession. Just as a number of families in primitive society do not form a state, so a number of men though they perform similar functions, do not make a profession if they remain in isolation. A profession can only be said to exist when there are bonds between the practitioners, and these bonds can take but one shape -- that of formal association.¹

Margaret Lindsey in New Horizons for the Teaching Profession suggested that a professional organization be more than a mass of competent individuals. She suggested that it has inherent responsibilities

. . . for the quality of its unique, definite, and essential social service and for the development and enforcement of standards in the continuous selection, preparation and performance of its members.²

Lindsey has suggested the necessity of professions and professional organizations be intimately involved in the development of their members in an ever-changing society.

During the early portion of this paper, as we consider the role of professional organizations in comprehensive personnel development systems, it would seem to our advantage to avoid citing specific organizations. We should concentrate our concerns on the characteristics of the organizations which would be significant in advancing comprehensive personnel development. Therefore, I present in summary form a few of the continuums on which organizations could be arrayed.

¹A.M. Carr-Saunders and P.A. Wilson, The Professions (London, England: Frank Cass and Company, Ltd., 1964), p. 298.

²Margaret Lindsey, New Horizons for the Teaching Profession (Washington, D.C.: National Education Association, 1961), p. 8.

In the most traditional approach we could make a division of types of associations along the

Professional _____ Non-Professional

continuum. There has always been, and probably always will be, a wide range of opinion as to whether or not education is a learned profession as compared to medicine, the ministry, and law. If one utilizes the six criteria identified by Abraham Flexner (1915) as representing a profession then serious questions can be raised as to the status of education.³ In addition, the associations which serve education can be questioned as to the degree to which they meet the requirements of a profession relative to an abstract body of knowledge and a strong service orientation.

Traditionally, organizations on the "professional" end of the scale evidence great concern about the upgrading of their constituents through the expansion of the knowledge base and the potential for service. At the opposite end of the scale are the organizations whose greatest concern relates to the betterment of the economic welfare and working conditions of their members. Both organizations provide a service to their members, but to truly encourage and involve members in comprehensive personnel development the more professional organizations can probably provide the greatest opportunity.

The essential role of the individual teacher in assisting organizations to become more professional was identified by Roy A. Edelfelt when he suggested:

. . . professional organizations of teachers are in the becoming state of being professional. Professional associations

³Abraham Flexner, "Is Social Work a Profession?", School and Society, Vol. 1 (June 26, 1915), p. 901-911.

will become professional in orientation only as their individual members assume the rights and responsibilities of members of a profession.⁴

Each of us can cite examples of individual teachers who are representatives of the true professional. There are others who have not attained this status. One of our real areas of concern, as we consider personnel development, is the understanding of persons as to their roles as professionals and the significance of those roles to the advancement of all persons involved in that profession.

The second continuum which I would like you to use, as you consider types of associations, is one related to the primary knowledge and skills which are of sufficient importance to cause persons to be drawn together. On this continuum the range could be identified as:

General Concerns _____ Specialized Concerns.

On one end of this continuum would be organizations in which members representing several specialized areas have identified a significant common focus. An example of this is the number of persons who are drawn together because of their intense interest in and commitment to vocational education. Since organizations of this type involve large numbers of persons, they possess the resources to represent the total membership on important issues. One issue, for example, relating to the concept of comprehensive personnel development would have to be, "What is the position of the membership toward encouraging and developing programs for aides?" Position papers on this topic, with following study groups, could do much to insure the acceptance of these persons as part of the vocational education team.

⁴Roy A. Edelfelt, "The Role of Professional Organizations in Partnerships in Teacher Education" Partnership in Teacher Education. E. Brooks Smith, Hans C. Olsen, Patrick J. Johnson and Chandler Barbour (eds.). (Washington, D.C.: The American Association of Colleges for Teacher Education, 1966), p. 119.

The membership of organizations related to specialized concerns is usually smaller, but it is to these organizations that the membership looks for special information and assistance in order to continue to develop role-related skills and understanding. Interest of these organizations may be broad but they are usually directed toward a speciality.

The scope of services and geographical areas of service provide another significant continuum on which types of associations can be differentiated. In this instance, the intervals on the continuum could range from:

National to Local

with convenient intervals provided for regional and State associations. Smith and others suggest in Teachers for the Real World that this differentiation plays an important role:

The setting in which teachers are employed appears to have had rather profound influence on them. For example, a survey reveals that persons employed in elementary and secondary settings tend first to be loyal to their individual school (or system); second, to their level or area of teaching; and only third to the precepts and commitment of the profession. One might be a little uneasy if one felt that such a condition prevailed in medicine.⁵

It is very likely that persons in vocational education in Palouse, Washington or Pinetop, Arizona or New York City have particular concerns which are best served by a local association. It is to the local unit of an association that teachers go for support on local issues and problems. It is also probable that the local association would be responsible for special meetings in which speakers address themselves to questions of particular interest in the local school or city.

⁵Othanel B. Smith, Saul B. Cohen, and Arthur Pearl, Teachers for the Real World. (Washington, D.C.: The American Association of Colleges for Teacher Education, 1969).

There are, however, many issues which need more attention than that which can be provided by a local association. An example would be issues related to accreditation programs which more nearly meet the needs of society today. This type of concern would require total membership and national attention where the amount of influence would be greater.

The last continuum to which I call attention relates to the needs of persons who fulfill certain functions to join together. On this continuum the range of responsibility varies according to roles and to levels of performance:

State Supervisors to Classroom Teachers

As noted on other continuums there would be also a series of intervening positions on this one. All these associations identify the needs of the membership for continued professional development and provide important services to foster this needed development. These groups grow in influence by strengthening the membership, for as we all know, an association is no stronger than its weakest member.

An analysis of these characteristics of professional organizations indicates that they represent types of organizations which are capable of reaching memberships across geographic boundaries, subject matter boundaries, and boundaries related to the various functions which the members perform. Professional organizations provide the essential machinery to reach members and communicate to them the potential of comprehensive personnel development systems. They also stand to gain from the growth which each member would have from participation in a more clearly articulated system.

PROFESSIONAL ORGANIZATIONS AND COMPREHENSIVE PERSONNEL DEVELOPMENT SYSTEMS

As we turn our attention to how professional associations can help establish and improve comprehensive personnel development systems it seems well to consider some of the characteristics of persons as they grow as professionals. Margaret Lindsey presented the following list derived from statements of qualifications in several professions, including education:

The individual:

Possesses a body of specialized skills and knowledge related to and essential for the performance of his function.

Is able to make rational judgments and to take appropriate action within the scope of his activities, and is responsible for the consequences of his judgments and action.

Places primary emphasis upon his service to society rather than upon his personal gain.

Actively participates with his colleagues in developing and enforcing standards fundamental to continuous improvement of his profession and abides by those standards in his own practice.

Is engaged in a continuing search for new knowledge and skill.⁶

An examination of these characteristics reveals that each one requires a person to be continually involved in achieving new and significant objectives. To do this will necessitate the strengthening of communication and opportunities for continued growth through professional organizations. It

⁶Lindsey, loc. cit., p. 6.

will be found that many of the benefits, which individuals originally sought when they formed professional associations, can provide invaluable support to the establishment and improvement of comprehensive personnel development systems.

One of the key benefits of professional associations is information dissemination activities provided by newsletters, newsgrams, journals, and other special information media. It is through these channels that every member is updated professionally. The publications provide sources of information of new knowledge in the field, problems facing the profession, the work of other colleagues across the country, and much, much more. Publications can be one of the vehicles to further identify the system and encourage individual members to become more involved in the issues related to comprehensive personnel development systems.

Local, State and national meetings of professional associations are a significant avenue of communication with the membership. These meetings provide opportunities for persons of vision, who have achieved national prominence, to direct the attention of the membership to critical needs of the educational system and the persons who serve it. Also this often is the time when representatives of the total membership meet together to vote on issues which affect the association's programs of work. Taking a strong stand on issues can exert influence on persons both within and outside of the association. Standards, ethics, regulations and other matters involving the relations of professionals to students, peers, and the community are also important portions of these meetings. Since not all members can attend these meetings more and more associations are turning to printed proceedings so that the total membership may share the substance of the meetings. Obviously, these meetings assist members in their growth as professionals.

W. E. Moore, in The Professions: Roles and Rules, questioned whether those meetings are for the purposes listed above or for assembling the fraternity. He suggested that it sometimes becomes difficult to distinguish between the meetings of leading intellectuals and those of war veterans. My response to that would be that in an era which focuses on problems of revenue sharing, accountability, and deprived students, I sometimes feel like a war veteran by the time I arrive at the meetings. Once there, it is often good to discuss the issues with someone who has been on the same battlefield.

In preparing this paper, I talked with many persons representing many professions. It was interesting to find that, regardless of the field, all persons commented on the involvement of professional organizations in evaluating the undergraduate education of future professionals. In all instances, the members seemed to be concerned about the development of better systems for the education of the professional aspirant. They agreed that the only way to develop a better profession was to insure that only able, well-educated persons be allowed into training programs. An area of critical importance then seems to be for professional organizations to become involved in identifying the important characteristics and competencies of persons entering the field.

Providing the considered judgments of their total membership to persons in leadership positions is another role of the professional organizations. For example, points of view may be needed about impending legislation. Inasmuch as the professional organization can draw upon the combined resources of the total membership, responsibility for representing the view of the members of political and professional groups is delegated to it. If additional support is needed in areas of funding or legislation or cooperation with other professional groups to encourage the implementation of comprehensive personnel development systems, then the professional associations are bodies which should provide this service.

It is through professional associations that study committees are instituted to examine areas of importance to the total membership. These committees are often drawn from wide geographic and of differing philosophical viewpoints and it becomes their responsibility to bring the relevant points of consideration to the attention of the general membership.

I think that it could be agreed that the earlier a person becomes involved in procedures related to comprehensive personnel development systems, the more likely he will be able to interact in the system successfully. For example, the various vocational associations have done an outstanding job in this regard through chapters of youth organizations such as Future Homemakers of America, Future Farmers of America, Vocational Industrial Clubs of America, Office Education Association, Future Business Leaders of America and Distributive Education Clubs of America. These youth develop the ability to set goals, create plans for and work toward goal attainment, conscientiously. If that isn't the first step toward continued comprehensive development for each individual in his professional field or role as a concerned citizen, then I am not sure that I know what that first step could be.

ACCOMPLISHMENTS OF PROFESSIONAL ORGANIZATIONS

We have been examining general areas of importance which professional organizations can serve. It is also useful to look at some of the accomplishments of the professional organizations. At this point I will cite organizations since you may want to obtain further information about their activities.

Of particular note this year have been the jointly-sponsored conferences which have directed attention to current needs in vocational education and ways to develop programs and personnel to meet these needs.

One such conference was co-sponsored by the National Vocational Agriculture Teachers Association, the Association of Teacher Educators in Agriculture and the National Society of Supervisors in Agriculture Education. The theme of the meeting was Agriculture Education in Transition. Speakers considered the current and particular needs for agriculture education and how these needs could be identified for the public in general.

Another conference, which was jointly sponsored by the American Home Economics Association and the American Vocational Association, focused attention on the issues related to New Directions in Home Economics. The challenge, directed to each participant, as an individual professional and as a member representing a state or a school district, was to identify and add to her own new perspectives of current issues through depth and breadth of approach.

Later in the spring, the American Home Economics Association and the American Vocational Association teamed with the American Dietetics Association to sponsor regional workshop sessions to consider means of better communication with their publics. Stimulated by congressmen in part but also including other groups in the community, the members, meeting in Arizona, cooperated to have legislation enacted which placed nutritional requirements for flour used in tortillas. This was an important service to the people of the State.

Opportunities for groups to cooperate on significant problems hold real promise for all-out attacks on other issues causing slowdowns in the implementation of significant programs. This Workshop is an example of cooperation that cuts across many lines of interest, including those of the professional organizations.

In addition to jointly-sponsored conferences, we cite as accomplishments publications which have resulted from cooperative efforts in the profession. The Teacher Dropout is one such example. This book is a report of a symposium sponsored by Phi Delta Kappa's Commission on Strengthening the Teaching Profession with the cooperation of the National Commission on Teacher Education and Professional Standards of the National Education Association. In the book, edited by T. M. Stinnett, a critical look was taken at the factors affecting the holding power of the teaching profession. A basic premise was that no occupational group can hope to attain recognition as a profession if a relatively large number of its practitioners are transients who do not look upon their work as a career. Members of the symposium viewed the teacher dropout problem as of critical importance in any effort to strengthen the teaching profession.

It is hoped that in the future more organizations will have the courage to look in depth at the "difficult to handle" problems in our field.

The Research Visibility section of the American Vocational Journal is also a cooperative venture. This project, under the leadership of Dr. George Brandon, is financed jointly by the American Vocational Association and a grant provided through the Vocational Education Act of 1963. It synthesizes and disseminates some of the most current educational findings of researchers in the field. This type of publication is of real value in the total development of persons in professional associations for it provides the necessary data on which to base decisions relative to strengthening their programs.

The Yearbook of the National Business Education Association is a publication which assists teachers to be self-activating in particular areas of need. A subject is developed in sufficient depth and breadth so that

teachers, who read the yearbook, gain confidence in their ability to implement the suggestions. The development of such materials is an important consideration as comprehensive personnel development systems are planned and initiated.

As many are aware, the National Education Association has gone to a multi-media system in an attempt to reach more of the membership. This year they have initiated a service whereby selected articles which appear in their Journal are developed as interviews on tapes and sold to members around the country. This system allows harried teachers to listen to the interview as they drive to and from work or even as they are completing such activities as washing the evening dishes. It was the hope of this professional association that this system would convey a greater sense of reality of the experience that a particular teacher or professor was discussing, and provide an additional means of serving professionals. The American Educational Research Association has also developed tapes relative to the presentations made at their annual meetings.

Other associations have adopted a policy of granting clock hours toward registration as a professional as a means of encouraging the continued growth which can be derived from attendance at important meetings. One example of this system is that of the American Dietetics Association's policy. When a meeting is planned in a local area, the program is forwarded to the national office where the possible educational opportunities are evaluated and the number of clock hours possible for attendance are sent back to the local committee. This is one system of providing rewards and reinforcement for attendance at meetings; the premise being that attendance at meetings and communication with other professionals assists individuals in their total development.

Too often we have requested that our teachers attend professional meetings which focus on current issues, but we only accept college credit toward recertification. Now that the American Dietetics Association and others have paved the way perhaps we can give this new procedure of crediting certain activities as clock hours further consideration.

The American Society for Curriculum Development introduced an important innovation at their 1970 Annual Conference by introducing Action Laboratories. These teaching/learning laboratories were developed to encourage more active personal involvement of their membership. Members met for three half-day periods in the laboratories and were involved in practical application of the educational innovations related to the Action Laboratory for which they registered. Now in its second year, the teaching/learning program quality has shown marked improvement over the first year's effort.

Other activities, which I view as related to the contributions of professional organizations, are the discussions held by individuals during coffee breaks at professional meetings which evolve some interesting plans. Have you ever wondered whose "brain child" was the Center for Vocational and Technical Education at the Ohio State University? If my hunch is correct, some of the early encouragement and discussion of the idea took place at informal coffee break meetings of vocational educators.

When I asked a Maryland home economics teacher what she regarded as a particularly helpful contribution of a professional organization, she responded immediately with, "The Classroom Incident and the Unfinished Story Sections of Today's Education." If you aren't familiar with these sections of the National Education Association Journal you may want to look at them. In the "Classroom Incident" a teacher writes about

a problem which was faced and two consultants comment about how the situation might have been handled. In the "Unfinished Story" a story is presented which can be utilized for classroom discussions and several thoughts are presented for the teachers and the students to consider.

Another means of assisting persons to utilize new innovations are such projects as the one sponsored by the American Home Economics Association to develop Home Economics Learning Packages (HELPS). These packages serve as illustrations to teachers as to how to use individualized learning theories in their classrooms. Even though teachers have read (and have been taught in college classes) about individualized learning, it is unlikely that anything really happens until they see the usefulness of the idea when applied in teaching their students. Before utilizing and evaluating the 20 packages that are now available, teachers grow in openness to new ideas which is also a part of self-directed growth.

This year, the American Educational Research Association provided a real service to teacher education by bringing together in a book, Research in Teacher Education, papers presented by outstanding researchers during a series of sessions at their annual meeting. A similar contribution was made by Dr. Elizabeth Ray when she developed a program of nine meetings at the American Home Economics Association annual meeting a year ago. This service was provided by the profession without the support of a grant, and the papers have recently been published by the American Home Economic Association under the title, Home Economics Teacher Education - the State of the Art.

Finally of particular significance to the area of vocational and technical education is the project developed under the auspices of the Teacher Education Department of the American Vocational Association because of the leadership of Dr. Melvin Barlow and Dr. George Brandon.

The project focuses on Professional Development in Teacher Education and marks the first time that a department of the American Vocational Association has been involved in such an undertaking. It was made possible by a grant to the University of California, Los Angeles, through the California State Board for Vocational Education, under the provisions of Part F, Section 553, Education Professions Development Act. Since this constitutes a hopeful step in the acceptance of a leadership role by a professional association, I would like to quote freely from the foreword of the project:

The major goal of the project is to encourage vocational teacher education expansion in quality, quantity, and diversity to match the expansion in vocational education and manpower development. The project is designed for the assessment of need, improvement of effectiveness, definition of quality accountability for vocational education, and professional development of teacher educators.

The first phase of the project consisted of two meetings in which two questions were considered:

1. What are the foundation elements of vocational teacher education?
2. What are the roles of the Federal, State, local and institutional groups in vocational teacher education and in the evaluation of vocational teacher education?

As you can see, the project really was identifying the components of a comprehensive professional personnel development system.

The second phase of the project consisted of three regional meetings in which the work of the first phase of the study was reviewed by teams whose make-up cut across all subject matter areas, levels of personnel, and interests.

The third phase consisted of review and validation of each item in the study by the persons attending the 1970 Department of Teacher Education meeting in New Orleans.

Finally, the product of teacher education systems, the teachers themselves, were consulted. Teachers from all technical areas participated, and I want to point out that I have never seen a group of persons who arrived at a meeting so completely prepared with documented reasons for changes which they deemed significant to the project. They evidenced real commitment to the task.

The project report will be submitted to the U. S. Office of Education.

The feature that makes this project especially exciting is the pattern of involvement of professionals representing quite diverse fields. Particularly gratifying and also unexpected was the appreciation of the teachers for being involved. It is clear that this is a great untapped resource available to teacher education. We need to pay much more attention to the roles which individual teachers can play in identifying and implementing comprehensive personnel development systems.

In general, all of the activities I have described relate to a conceptualization of a teacher as a self-motivating, self-actualizing person with the potential to take very diverse elements presented by various professional organizations and pull them together so they will enhance the teacher's potential for comprehensive development.

The final section of this paper presents some of the action steps which could be undertaken to help establish or improve comprehensive personnel development systems. It is hoped that the Workshop participants will be able to identify many more.

ACTION STEPS

First, and most obvious, would be the opportunity to use the position papers (presented at this Workshop) to stimulate discussions in the professional associations which we represent. The papers and discussions should provide additional impetus to strengthen the committees which are currently a part of each of the professional associations. Perhaps the position papers can serve to revitalize and give increased attention to the programs of work of the committees.

In vocational and technical education, the name of the game is going to have to be involvement -- involvement of members at all levels, related to all subject matter specialties, and regardless of the jobs they hold. Cooperative efforts are essential to the development of opportunities to further improve the profession.

Too often professional associations have centered their developmental activities on expanding leadership potential through acceptance of offices and major committee responsibilities. Moore suggests that this serves to cause the "active center" to become the focus of attention while the development of those in the "passive periphery" is less and less. To those persons who are interested in the development, associated with various offices and accompanying political involvement, our associations have served important functions. We have not always developed alternate systems for others, who do not find those activities a rewarding means of professional involvement.

It is of particular interest to note that we have gone to great efforts to develop career ladders and lattices for the paraprofessionals and yet have not developed these lattices for the professionals in our own organizations. What is their means of encouragement and reward for becoming involved in

a comprehensive personnel development system? Corey suggests that there has been little done either within teacher organizations or by school governance to give any real recognition to the career teacher. The professional organizations must develop better programs to involve all persons in well-planned systems to encourage total development. Such a plan can begin only with a careful analysis of the real problems which persons are encountering.

The young teacher who is leaving the campus this spring to search for a position is of particular concern to me. Within the limits of time and funds, we have tried to do the best that we know how to prepare him for the role that he will assume in the profession of teaching. What will be the role of the professional association as that young person enters the classroom this fall? Will a person be assigned to be of assistance and provide some guidance because he has experienced the struggle that the novice will face in adjusting to the "real world" of the beginning teacher? Will that new teacher be helped to continually look at his strengths and weaknesses and develop systems to engage in constructive self-appraisal? Will that teacher face the system alone and soon become a dropout? Will that teacher be welcomed into an ongoing professional association in which he is given responsibilities and made to feel important or will he join a group where the primary concern is other than development? What will he see as the role of a State association. As a matter of fact what do our States see as the purpose of State associations?

Ray Edelfelt sums up some of the necessary roles when he suggests:

A career in teaching must offer different levels of challenge, assignment, responsibility and reward, depending on the training, aspiration, competence, commitment and style of individual teachers; and there must be enough flexibility

and variety in a teaching career to enable teachers to remain vigorous, alert and vital.⁷

Legitimate questions must be raised as to whether officers and other spokesmen represent the ideas and needs of the rank and file membership. One of the really significant steps that can be implemented by professional associations is to go directly to the membership and get at the issues as to what is either thwarting or encouraging comprehensive personnel development systems. Plans can then be developed with specific reference to those for whom the program is designed. Meetings related to these plans may be necessary, but hopefully they can be carried out in such ways that the majority of the membership, and not just a very select few, may take part in them.

As has been stated earlier, one of the important services which has been identified with professional associations is the development of publications which attack a particular area of concern in sufficient scope that a significant contribution is made for the betterment of the total membership. The members also need to be encouraged to give more careful consideration to the issues facing the profession and then present their views in position papers for the benefit of other professionals and lay persons. To involve the total membership in such a venture would probably require examination of the structure of the organization followed by the necessary reorganization.

Another possible procedure, one which was suggested in another meeting, relates to the identification of teams who would study a particular area of concern in great depth in order to become quite expert. They would then travel from community to community and from school to school, staying long enough to develop understanding and encourage support of the teachers. The team could provide demonstrations, indicate the usefulness of new educational ideas, and visit in the classrooms as teachers were

⁷Edelfelt, loc. cit.

implementing the ideas. In this way, professionals would be providing assistance to fellow members of the profession.

In closing let us bear in mind Combs' concept that the production of an effective professional worker is a process of personal becoming:

Becoming is a problem in growth. It is an internal event going on inside the learner and only in limited degree open to external manipulation. It can be encouraged, facilitated, or assisted in its development by outsiders, or it can be discouraged, inhibited, distorted by outsiders. The direction and control of growth, however, always remains with the person himself. The production of an effective professional worker thus requires the commitment and involvement of the learner in a continuous process of problem solving.⁸

At a time when funding is becoming increasingly difficult to receive, when leadership at the State and national level is shrinking in terms of the number of persons available to provide services, and when local school systems are losing some of their former leadership responsibilities, it is important for the professional associations to assume a position of leadership.

If we are considering the significance of the task, we cannot afford to put less than our best resources on the job. If we are considering the difficulty of the task, we cannot afford to put less than all of our resources on the job. F. J. C. Seymour has stated:

Professionalism is a state of mind, not a reality. Neither statute nor regulation, neither code nor shibboleth will make a teacher professional. If we are to pursue the cult

⁸Arthur W. Combs, "Teacher Education - A Problem in Becoming," *Partnership in Teacher Education*, E. Brooks Smith, Hans C. Olsen, Patrick J. Johnson, Chandler Barbour (eds.). (Washington, D.C.: The American Association of Colleges for Teacher Education, 1967), p. 211-227.

of excellence, we will need a degree of dedication, an expenditure of energy and intellect, the like to which we have only the faintest notion at this time.⁹

I know that as persons vitally interested in vocational education we can do it. I only hope that we will.

⁹F. L. C. Seymour, "What is Professionalism?" The Alberta Teachers Association Magazine, 43, No. 10, June, 1963, p. 20-23.

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EVALUATION OF A COMPREHENSIVE
VOCATIONAL EDUCATION PERSONNEL DEVELOPMENT SYSTEM

Gordon I. Swanson

Co-Chairman, National Advisory Committee
on Vocational Professional Development
University of Minnesota

R. Paul Marvin

State Director, Multi-State Vocational
Education Evaluation Project
University of Minnesota

Introduction

Any reference to evaluation as a science is more an encomium than a description. As an educational term, evaluation has been used to describe such an uneven variety of exercises that its utility has diminished unless accompanied by some prescriptive definitions. In this paper, the definition and the conceptual model of evaluation will be that of the Phi Delta Kappa National Study Committee on Evaluation. The Committee defines educational evaluation as the process of delineating, obtaining, and providing useful information for judging decision alternatives.¹

According to the definition the center of action involves judgement, and the pivotal concept is decision-making. The definition distinguishes evaluation from both research and planning. While research may be useful to the process of evaluation its primary purpose is the creation of knowledge rather than to adjudicate the worthiness of decision alternatives. Planning

¹D. Stufflebeam et. al., Educational Evaluation and Decision Making (Itasca, Illinois: F. E. Peacock Publishers, 1971), p. 368.

may also be useful to the decision-oriented processes of evaluation but it, too, is oriented to other purposes. On the basis of the best estimates, it projects alternative decisions into the future as a basis for improving present choice among alternatives.

In the educational process, two sets of forces operate to influence the direction and the degree of change. One is internal to the school, the agencies serving educational institutions or, in general, the educational establishment. The force operates to achieve a measure of congruency between the internal educational objectives and the extent to which they are realized. The assessment of discrepancies between objectives and performance is an approach known as congruency evaluation.

A second force is external in character. It involves social, cultural, technological, and employment pressures which affect the value structure of education and thus the objectives which education must set for itself. It involves assessment of new directions, new opportunities, and alternative goals. In vocational education this force has included the work of national, State, and local advisory committees. The assessment of alternative goals and directions may be termed contingency evaluation. As an example, the reports of the National Advisory Council on Vocational Education illustrate the assessment of alternative educational contingencies.

Educational improvement involves more than a mere response to the two forces described above. It requires choice among the options designed to produce improvement where options have been illuminated by an assessment of congruence within present practice and contingencies associated with new direction. According to the given definition of evaluation, the preparation for choice among such alternatives is the central function.

While the aim of this presentation is evaluation, its target is a comprehensive vocational education personnel development system. Needless to

say, it is a moving target. No field of education has changed more in the last decade than vocational education nor is any field likely to be more affected in the future by economic and social forces, legislation, planning, research, or evaluation. Indeed, it is difficult to define the aspects of comprehensiveness which might apply to vocational education personnel development. Comprehensiveness implies "complete coverage" without particular concern for quality, quantity, intensity, or relevance. But evaluation embraces these concerns as they relate to decision alternatives. A comprehensive system of vocational education personnel development is quite different from an omnibus system; it deals with categories of contributions to the educational enterprise as well as categories of personnel engaged in the enterprise.

Added to the requirement of comprehensiveness is the need to view vocational education personnel development as a system. In analytical terms, it is possible to look at the internal processes of any educational enterprise as a system involving several subsystems or components which interact to produce an output, such as vocational education personnel. The essence of any system is the interrelationship and interdependency of its component parts. Yet, the quality of the interaction process is a function of a number of other factors including the reservoir of available research, the ease with which processes can be institutionalized and, in general, the availability of resources. As attention is drawn to these factors, it is necessary to look beyond the system to the supersystem: those institutions and agencies which control resources and establish conditions affecting the system output.

One can neither understand nor evaluate a comprehensive vocational education personnel development system by concentrating solely on its internal dynamics. It is instructive to recall that a vocational emphasis entered the

field of education as an intruder and evolved as an adaptation to an often hostile supersystem. The process of adaptation has had significantly enduring implications for vocational education and for its professional personnel development. Stated differently, adaptation is a conditioning as well as a survival process. Vocational education has made awkward adaptations, for example, to certification patterns, accreditation schemes, advanced degree planning, and to a very limited ration of resources for program development. Although some of the more primitive and obviously hostile pressures from the supersystem have diminished in recent years, there are still a number of institutions and agencies which continue to function as though vocational education may co-exist with educational excellence but not contribute much to it.

THE UNIQUE CONTEXT AND SETTING OF VOCATIONAL EDUCATION

Vocational education prepares individuals to make choices about jobs or careers, prepares people for entry into the work force, reprepares people in process of changing occupational roles, and provides instruction to improve, update or upgrade the performance or efficiency of those already in the work force. A comprehensive vocational education personnel development system prepares individuals for the variety of leadership roles involved in administering, managing, improving, and implementing vocational education.

In order to understand the complexities of evaluating a vocational education personnel development system, it is necessary to get a clear view of the unique context and setting of vocational education. This context and setting is sufficiently different from the traditional academic atmosphere and sufficiently important to the question of evaluation to require explication.

First, vocational education by definition prepares individuals to make choices about jobs or careers. Ideally, this is done through instructional activities which begin at the kindergarten level and extend through the years of formal education and into adult life. Often referred to as career development, it begins by broadening and illuminating the range of alternatives which enter into the decisions involved in career choice. This process is followed by an orderly and systematic acceptance and rejection of career or job options and finally, it provides for the acquisition of a level of worker performance which will permit entry into a chosen occupation. Career choice is a cumulative and an often unpredictable phenomenon. It does not have a close parallel with the traditional academic concepts of mastery or achievement. It is a cumulative exercise in decision-making where the evidence of achievement is not necessarily the emergence of career choices by individuals; the evidence of achievement must also demonstrate the existence of alternatives and the process of weighing them in arriving at career choices. It is this decision-oriented context and its cumulative nature that is unique to vocational education.

Another unique characteristic of vocational education is that it is not standardized with respect to the age level at which its recipients may enter or exit from training programs. Moreover, it is not standardized with respect to length of training. Programs of instruction in career choice or vocational training should be enterable by persons of any age and it should be possible to pursue them for varying lengths of time. This flexibility in the packaging and delivery of vocational education is an effort to respond to demand for vocational education rather than to ease of arranging a supply. This characteristic is not easily achieved but it remains, nevertheless, a basis for evaluating the system and its personnel.

A further unique characteristic involves the relationship of vocational education to the community. The community is the setting in which goods and

services are created and consumed. It is the setting which contains the resources which are changed in time, place, or form utility in order to create or consume goods or services. The work roles of members of the community provide the currency and the medium of exchange for most of the satisfactions which accompany the creation and consumption of goods and services. Accordingly, the community has a special and unique relationship to vocational education. No measure of its adequacy is sufficient unless it considers the importance of linkages with the community. Vocational education personnel development has an instrumental role to play in the delivery of vocational education. Accordingly, it must be judged on the basis of its responsiveness to the essential linkages between vocational education and the community.

THE RELATIONSHIP OF PLANNING TO EVALUATION

Vocational education has long been organized around a planning intent. For example, State plans have been the basis for qualifying for Federal support. More recently the planning intent has been intensified by requiring five-year plans and by linking the processes of planning and evaluation. Planning and evaluation of educational personnel development is also a recent undertaking within Federal and State governments.

Planning decisions are among the decisions which may be included in the process of evaluation. But, as mentioned earlier, planning may occur for purposes not ordinarily included in the process of evaluation and it may occur at different levels of decision-making.

Planning is often done at the level of policy-making to improve the nature of decisions governing the allocation of resources. It provides a way of choosing or creating alternative futures and it identifies the data needed to engage in evaluation. It provides a systematic way to project the future

consequences of alternative decisions and thus to improve the basis for present judgment and choice as it relates to program direction.

Planning and evaluation have reciprocal functions in goal attainment. Good planning at the beginning of a personnel development sequence does not guarantee success at the end. Coupled with the process of evaluation, it can reduce the choice of inappropriate or irrelevant courses of action.

THE RESPONSIBILITY FOR EVALUATION

Who should evaluate a comprehensive vocational education personnel development system? Where does the responsibility lie? Such questions are not easily answered. Referring again to our definition of evaluation, we observe that evaluation is preparatory to decision-making, but it need not lead to the act of decision-making, nor is it necessary that the choice of alternatives be made by the person or group conducting the evaluation.

Since education is among the most jurisdictional of American enterprises, it is difficult to suggest that evaluation is any more normative in one jurisdiction than another. The only general rule, which may be applicable, is that evaluation should occur near the loci of decision-making. It may be done as a function of governance, as an obligation of group professionalism, as a part of the mission of public or private institutions or agencies, or by interested individuals. Often it is undertaken by persons who are specially designated as planners, researchers, or evaluators.

Since it is difficult to be definitive about the responsibility for evaluation, it may be more useful to identify the kinds of decisions whose alternatives are clarified by evaluation. Included would be the following:

- a. Planning decisions are of crucial importance. They rely on the orientation of professional development, the organization

and management elements of the system, and the present and future resources available and the variety of decision alternatives which derive from estimating future consequences of present decisions.

- b. Organization and management decisions are generally subsidiary to planning decisions. They include the choices involved in institutionalizing instruction, and the management of the flow of professional personnel including the questions of recruitment and certification.
- c. Implementation decisions are those which include choice of alternative procedures for achieving program goals.
- d. Program adjustment decisions may include those as drastic as whether the program should continue or be terminated. Program adjustments may result from the intervention of research, planning, or evaluation.

The kinds of decisions suggested above are not mutually exclusive nor are they a complete set. Moreover, there is no hierarchial arrangement which demands that certain decisions be made at certain levels or jurisdictions of governance. The question of who bears the responsibility for evaluating a comprehensive vocational education professional development system remains unanswered. It is a question related to the boundaries of a value system, the goal-seeking nature of the human species, the objectives-oriented character of education, and the responsibility of a society to induct its young into the world of work. Perhaps the question should be posed differently, "Who can escape the responsibility?"

THE FOCUS OF EVALUATION

In its simplest terms, evaluation has been regarded as the process of identifying program objectives, determining criteria for measuring the extent to which the program is reaching identified objectives, conducting the measurement, and arriving at conclusions about the match or mismatch between the program and its objectives. The apparent simplicity of this process is deceiving. Unfortunately, it is encumbered with assumptions about criteria and objectives. Program objectives are usually intermediate goals which contribute to some pattern of ultimate goal-seeking having influences important to the destiny of the community as well as its individuals. Criteria are often chosen which will give the best estimate of the attainment of objectives and the most precision in doing so. It is seen, thus, that both objectives and criteria tend to be proxy variables whose value to program improvement is also subject to question and, accordingly, to evaluation.

A casual approach is insufficient. Hence, it is necessary to focus on several approaches in evaluating a comprehensive vocational education personnel development system. Among the approaches may be the following:

- a. Context Evaluation. As in other types of evaluation, context evaluation illuminates alternatives for decision-making. Its alternatives include issues concerning the boundaries of the system, its subsystems and supersystems. It involves questions about values and goals and thus it includes questions about the rationale for alternative objectives. Among the various advantages of context evaluation is the opportunity to prevent suboptimization, the effort to do better and better the things which need not be done at all. An example of context evaluation might include an examination of the institutional

constraints effecting supply of vocational education personnel at various levels particularly as they relate to the scope and specificity of training. In some professions this role is served by professionally-oriented accreditation. Other examples might include an examination of the extent to which practicum or internship arrangements are available in the community; the extent of mutual relationships between graduate, undergraduate, and paraprofessional training programs; and the nature of institutional commitments to the function of vocational education personnel development.

- b. Process Evaluation. Process evaluation is employed for decision-making after a program is underway. It is used as a basis of system monitoring and a basis for program improvement through feedback. It is also used to determine the effectiveness of procedures and the efficiency of operations. It may be used to examine the flow of inputs or outputs, effectiveness of communication, problems of morale, or any process involved in vocational education personnel development.
- c. Input Evaluation. Input evaluation prepares for decision-making about the resources for goal attainment including the capabilities of agencies, institutions or other input functions. It may examine the possibilities of substituting one kind of input for another or it may assist in resolving questions about the appropriate mix of inputs. It may also be used to determine whether there may be missing elements or excessive redundancy among inputs. Input

evaluation may be employed to examine whether universities, for example, are the appropriate institutions for training various types of vocational education teachers or whether there is a sufficient research input to intervene for the improvement of the system. It may also be used to examine the adequacy of staff arrangements, the nature and amount of the planning input or the extent to which an effective experiential base is a part of the professional development process.

- d. Output Evaluation. Output evaluation prepares for a wide range of decisions about the system. The output of the system may include the quality of personnel trained, cost-effectiveness of the output produced, effect of programs on the economic health of the community, or the congruence of program objectives and individual achievements. Program outputs may be viewed in a variety of ways. Occasionally there are unanticipated program outputs including some which contribute negatively to program goals.

SOME NEEDED ACTION STEPS

Action steps also presume decision-making. The decision to take action affecting a vocational education personnel development system is incumbent upon many levels of government, institutions and the profession. What kinds of action are necessary? The following are suggested:

Step 1. Establishment of a Commitment

Commitment is the first step of needed action. This step is demonstrated by the establishment of a plan for compre-

hensive vocational education personnel development, a plan which includes evaluation as an essential element. Such a plan and commitment has been legally authorized at the Federal and State levels of government. The authorization invites the involvement of local education agencies and education institutions. Commitments may vary in scope and intensity. A needed action step is a commitment sufficient in intensity to include the elements of context and input evaluation as described in this paper. Most evaluations are limited to examinations of process and output and, thus, are insufficient to permit a full range of decision alternatives for program improvement.

Step 2. A Search for Objectives

It is an axiom of education that objectives should be clearly defined, but definition is not the crucial educational problem. Finding objectives with educational utility is a more difficult and more important task. The recent penchant for describing instruction in behavioristic terms has often excluded the important condition that instructional objectives should occur in hierarchical arrangements related to function and sequence. The usual focus has been on stating objectives and on writing them, not on determining what they should be.

Some objectives may be merely facilitating and transitory while others may have more durable or terminal value. A comprehensive vocational or career

development system implies the creation of an instructive environment in which individuals make orderly and rational decisions regarding their present and future interaction with the world of work. If this instructive environment is described as a problem of defining rather than searching for objectives, the educational task is only partially underway.

The objectives of a comprehensive vocational education personnel development system are almost wholly instrumental: their value is in what they generate or facilitate in the system of vocational education. A needed action step is a search for these objectives and a parallel search for an optimum arrangement of these objectives in instructional sequences. The implementation of this action step requires planning as the first act and evaluation in subsequent stages.

Step 3. The Development of Data Systems

The evaluation of a comprehensive vocational education personnel development system relies heavily upon the availability of data about the system. Ordinarily the information available about personnel development is only that which describes demand, supply, and flow. There is urgent need to take action to increase the quantity and to improve the quality of available data. Data should be included which can assist in various types of evaluation described previously as context, process, input, and output.

Step 4. Mobilization of Resources

Resources for evaluating vocational education are as scarce as for evaluating a comprehensive vocational education personnel development system. Again, it should be recalled that our definition of evaluation requires judgment of decision alternatives. Accomplishing such a goal requires the intervention of research and planning as well as personnel at the highest levels of professional preparation and leadership. The vocational education professional personnel development system has not been active in supplying personnel for such roles and functions. It should not be necessary to assemble and reassemble the resources for evaluation: they should be programmatically developed and sustained to include the interventions of planning and research. The mobilization of such resources is an important aspect of needed action.

It would be possible to establish a lengthy catalog of needed action steps in evaluating a comprehensive vocational development system. Such a list would have limited usefulness in this paper. Those suggested are consistent with actions legally authorized by the U. S. Congress and the recommendations of numerous advisory committees.

In this paper we have not focused on the question of identifying or creating evaluative criteria. The reason is that the evaluation model chosen is one which relies heavily on a decision process wherein criteria are only as useful as the objectives for which they serve as proxies. It is the search for objectives that needs more attention and refinement.

Evaluation of a comprehensive vocational education personnel development system is a towering task. This paper attempts to describe its dimensions

and complexities within the framework of an operational model. An attempt has been made (in the paper) to guard against any effort to regard evaluation as an ad hoc exercise undertaken at the end of an activity by, for example, a group of external examiners. It is regarded as an investment in programmatic commitments; not an exercise in transitory review.

SUMMARY AND HIGHLIGHTS
OF THE FIRST NATIONAL WORKSHOP
ON COMPREHENSIVE VOCATIONAL EDUCATION
PERSONNEL DEVELOPMENT AND UTILIZATION

Professor Gordon I. Swanson

Introduction

This paper provides a summary and concluding highlights of the First National Workshop on Comprehensive Vocational Education Personnel Development and Utilization held in Washington D.C. on June 15-18, 1971.

The Workshop involved the ideas introduced by the presenters and the additional work contributed by the participants. This summary includes both aspects but no identification is made of the specific source of contributed ideas.

SUMMARY AND HIGHLIGHTS OF THE WORKSHOP

The Workshop began by focusing on the need for a comprehensive vocational and technical education personnel development system. The focus, it was agreed, is multidimensional, serving simultaneously as ends and means including the individual, society, and the body of knowledge essential to the system. This arrangement is not simplistic; the need for a comprehensive system includes the need to conceptualize as a prior step to implementation and both should include a view of the whole as a system.

The participants accepted the need to begin with a level of generality which included the needs of individuals and society, and for creating and mobilizing a body of knowledge to focus on vocational education

personnel development. But they also agreed that generality has limited utility and they argued, along with presenters, for more specificity, more examples, and more illustrative cases.

Two presentations to the Workshop introduced the move toward specificity. The first introduced the need for defining such terms as "comprehensive", "personnel" and "development" and added a list of handicapping or constraining influences as well as a catalog of principles or considerations which would assist in the problem of definition. The second presentation added to specificity by attempting to further identify the conceptual elements of an effective comprehensive personnel development system. These elements were classified as philosophical and organizational. Highlighted were the essential interrelationships between the philosophical and organizational elements of coherence, cohesiveness, and cooperation.

The participants turned their attention to a prototype of a State model for vocational education personnel development. This model was an excellent example of comprehensive planning at the State level. It was based on the following principles:

1. Planning for vocational education personnel development and planning for education should begin at the locus of educational responsibility, namely, at the State level.
2. Planning should not fail to occur at every point of decision-making.
3. Opportunity should always be given for public and professional inputs which are external to the establishment.
4. A comprehensive vocational education personnel development system should always include a research component.
5. A comprehensive vocational education personnel development system should always include provisions for review and evaluation.

These principles, condensed from a longer list were embraced by the Workshop.

Two presentations were made to the Workshop on the subject of change and its relevance to vocational education personnel development. The first examined the question of transmitting existing knowledge. It emphasized the role of change agents and the relationships which develop between them and their clientele. The second focused on the creation of new knowledge through the familiar continuum of research-development-dissemination-implementation. The presentations as well as the participants were largely preoccupied with change processes which arise from external stimuli rather than stimuli generated within vocational education or the vocational education personnel development process itself.

The role of industry in a comprehensive personnel development system was also addressed, a topic on which there were numerous observations but few generalizations. The participants agreed that the cooperation of industry is available and valuable but that most of the initiative must arise from the profession. Industry will respond. They will serve in advisory roles, join in the planning processes, and assist with instruction at every level of the professional development system.

Finally, the Workshop participants considered the need for active involvement within the organized profession. The possibility of mobilizing the corporate purpose and the collective intent of the organized profession is an opportunity which should not be overlooked, it was agreed, in developing a comprehensive vocational education personnel development system.

The Workshop brought together individuals and representatives of groups not ordinarily convened to devote time and attention to problems of vocational education personnel development. It mobilized a national focus on pivotal elements of vocational education. The participants identified a

catalog of needs to which a vocational education professional development system might be addressed. Included among them was the special need for generation of policy and refinement of planning.

The Workshop was more than an anthology of working papers and a summary of divergent or reinforcing views. It culminated in an atmosphere of heightened expectation regarding the potential of a comprehensive vocational education personnel development system. Some of this expectation arose from the realization that vocational education personnel development is not a collection of isolated events and phenomena, but a vast, integral, mutually interacting system.

The problems of vocational education personnel development are so diverse and so encompassing that virtually every activity of civilization interacts with them in some way. The tasks ahead, therefore, are of such magnitude and difficulty that it is not unexpected that one will find a serious mismatch between capability and need. However, decisions must be made regarding the evolving system. The major tool of decision-making, evaluation, was highlighted by the Workshop as a crucial and compelling focus for a comprehensive vocational education professional development system.

SUPPLEMENT I

WORKSHOP PURPOSE

To develop an understanding of vocational education personnel development as a comprehensive system and to explore the management of change as related to implementation and improvement of the system.

WORKSHOP OBJECTIVES

To provide a platform for representatives of key elements in the vocational education personnel development system to examine the system as an interlinking, interdependent and organized whole requiring comprehensive planning, management and analysis to optimally meet the personnel needs of vocational and technical education programs. Major consideration will be given to devising steps of action for the improvement of the system and its elements.

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